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ABSTRACT

This comprehensive evaluation report is based on site visits to 13 adult and 8 juvenile correctional centers and interviews with library staff, prison staff, and residents in 1982. An introduction presents a historical overview of library services to Illinois correctional institutions, a literature review, and a discussion of the methodology of the study. Separate chapters then examine the responsibilities at the system level and the state level, including the Illinois State Library, the Illinois Department of Corrections, the Department of Mental Health and Developmental Disabilities, and the Department of Corrections School District. Additional chapters discuss library outreach, the legal framework for prison libraries, general comments and recommendations on the law libraries, reflections on corrections theories, and the Illinois plan. A summary presents 61 major recommendations, and suggestions for future research and a selected bibliography are provided. Appendices include the interview forms used, a summary of inmates' responses to interview questions, a summary of responses to the correctional library survey, a comparative analysis of holdings of law libraries in Illinois Correctional Centers in 1982, and a proposed photocopy policy (1981). (LMM)

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An Evaluation Of System-Provided Library Services To State Correctional Centers In Illinois

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WITH THE ASSISTANCE OF
CHRISTOPHER R. JOCIUS

AND WITH LAW LIBRARY EVALUATION
BY ANN PUCKETT

JIM EDGAR
Secretary of State and State Librarian
Illinois State Library

Springfield · Illinois 62756
September 1983

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TABLE OF CONTENTS

Abbreviations and Directory iv

Acknowledgements vii

Preface viii

Chapter 1. INTRODUCTION 1

Section 1. Historical Overview 1
Section 2. Literature Review 5
Section 3. Purposes and Methodology of the Study 7
Section 4. Illinois in Comparison to Other States 10
Footnotes 15

Chapter 2. THE STATE LEVEL 17

Section 1. The Role and Responsibilities of the Illinois State Library 17
A. Consultant for Institutionalized Services 17
B. Policies 18
C. Continuing Education 20
D. Monitoring 21
E. Legislation 22
F. Advisory Committee 22
Section 2. The Role and Responsibilities of the Illinois Department of Corrections 23
A. Administration 23
B. Security 23
C. Orientation 24
D. Funding 24
E. Publications Review Committees 26
F. Long Range Planning 26
G. Community Correctional Centers 27
Section 3. The Role of the Department of Mental Health and Developmental Disabilities 28
Section 4. The Role of the Department of Corrections School District 29
Section 5. The Joint Statement 30
Section 6. Contracting for Services 37
A. Illinois State Library-Library Systems 37
B. Illinois State Library-Illinois Department of Corrections 38
Section 7. Budget Appropriations and Allocations 39
A. Funding History 40
B. Allocation Formulas 46
Footnotes 49

Chapter 3. THE SYSTEM LEVEL 51

Section 1. The Role of the Institutional Services Coordinators. 51
Section 2. Resource Sharing Among Institution Libraries 52
Section 3. Resource Sharing with Community Libraries 53
Section 4. Agreements with the Correctional Institutions 55
Footnote 55

Chapter 4. THE INSTITUTIONS 56

Section 1. The Role of the Correctional Administrator 56
Section 2. Access to Library Services 58
A. Physical Access 59
B. Library Materials and Procedures 61
Section 3. Library Use and Reading Interests of Residents 63
Section 4. Library Staffing 65
A. Civilian Staff 65
(1) Staffing Levels 65
(2) Professionals 66
(3) Recruitment and Retention 69
(4) Pay Equity 70
(5) Performance Evaluations 72
B. Resident Staff 72
(1) Staffing Levels 72
(2) Pay Equity 73
Section 5. Physical Setting of the Library 74
Section 6. Collections 75
Section 7. Staff Libraries 76
Section 8. The Libraries in the Illinois Youth Centers 77
Section 9. Resident Advisory Committees 82
Footnotes 83

Chapter 5. LIBRARY OUTREACH: READER MOTIVATION/STIMULATION 85

Section 1. The Community of Library Users 86
Section 2. Collection Development 88
Section 3. Lifelong Learning 91
Footnotes 94

Chapter 6. THE LEGAL FRAMEWORK FOR PRISON LIBRARIES 96

Section 1. Law Libraries 96
Section 2. General Libraries 101
Footnotes 102

Chapter 7. GENERAL COMMENTS AND RECOMMENDATIONS ON THE LAW LIBRARIES 106

Section 1. Physical Facilities and Rate of Use 106
Section 2. Law Library Personnel 106
Section 3. Collections 108
Section 4. Services to Inmates 111
Section 5. Other Recommendations 114
Footnotes 117

Chapter 8. REFLECTIONS 118

Section 1. Corrections Theories 118
Section 2. The Illinois Plan 119
Footnotes 120

Chapter 9. SUMMARY OF MAJOR RECOMMENDATIONS 122

Section 1. Major Recommendations for ISL 122
Section 2. Major Recommendations for DOC 123
Section 3. Major Recommendations for the Library Systems 125

Chapter 10. SUGGESTIONS FOR FUTURE RESEARCH 128

Selected Bibliography 128

Appendices
A: Interview Forms Used 133
B: Summary of Inmates' Responses to Interview Questions 142
C: Summary of Responses to Correctional Library Survey 148
D: Comparative Analysis of Holdings of Law Libraries in Illinois Correctional Centers in 1982 171
E: Proposed Photocopy Policy: 1981 184

Supplement 187

ABBREVIATIONS AND DIRECTORY

A. Abbreviations Used.

AALL	American Association of Law Libraries
ACA	American Correctional Association
ALA	American Library Association
CC	Correctional Center
CIS	Consultant for Institutionalized Services
CU	Condemned Unit
DMHDD or IDMHDD	Illinois Department of Mental Health and Developmental Disabilities
DOC or IDOC	Illinois Department of Corrections
FY	Fiscal Year
ILL	Interlibrary Loan
ISL	Illinois State Library
LSCA	Library Services and Construction Act
MSU	Medium Security Unit
PCU	Protective Custody Unit

B. Names of Library Systems (see map on p. vi)

BOLS	Bur Oak Library System
DLS	DuPage Library System
CBLS	Corn Belt Library System
CTLS	Cumberland Trail Library System
IVLS	Illinois Valley Library System
LCLS	Lewis and Clark Library System
RBLS	River Bend Library System
RPL	Rolling Prairie Libraries
SLS	Shawnee Library System
SRLS	Starved Rock Library System

C. Directory of Illinois Correctional Centers in 1982 (see map on p. vi)

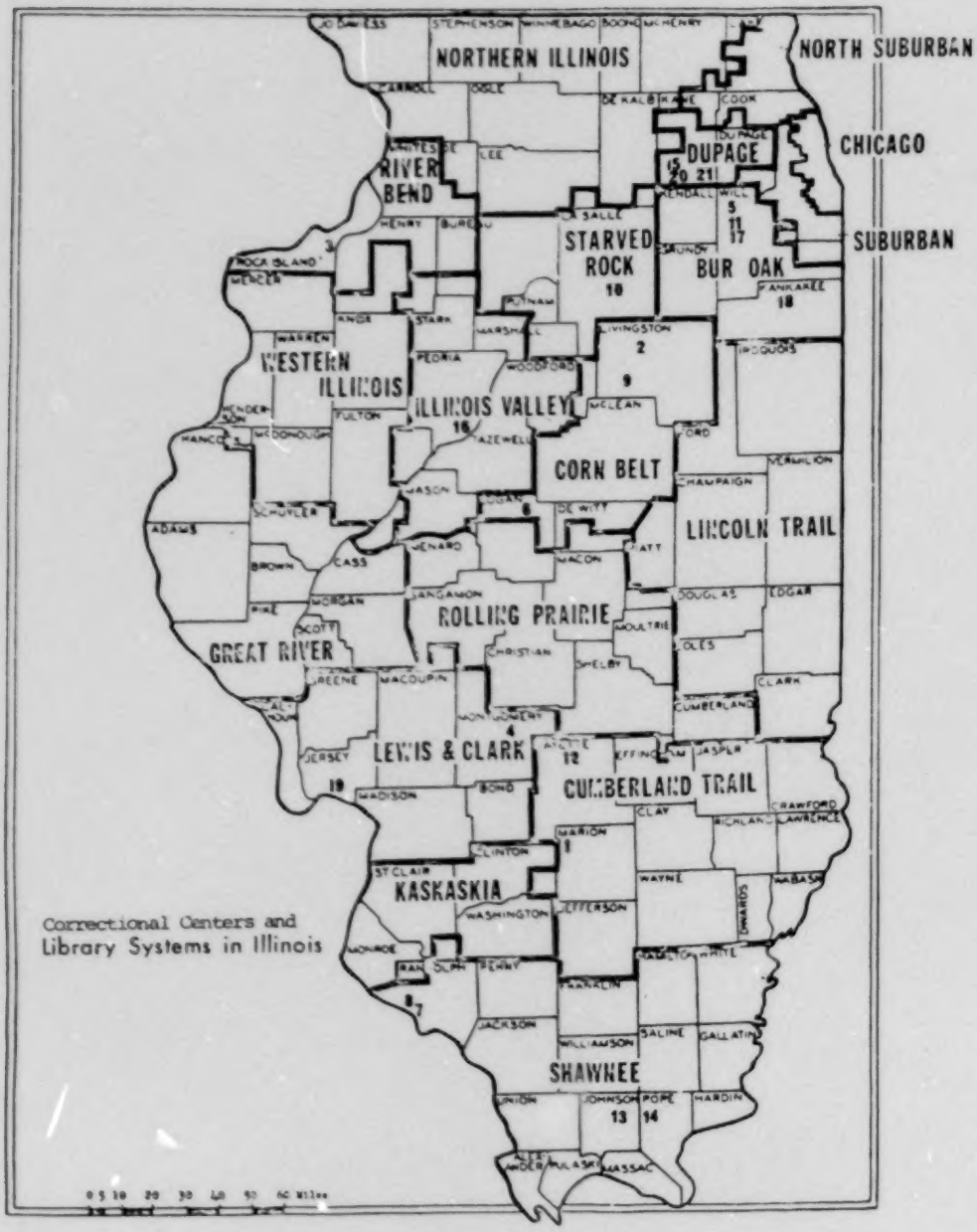
a. Adult Centers

1. Centralia CC (medium security) - Cumberland Trail Library System
2. Dwight CC (maximum security) - for women - Corn Belt Library System
3. East Moline CC (minimum security) - River Bend Library System
4. Graham CC (medium security), Hillsboro - Lewis & Clark Library System
5. Joliet CC (maximum security) - Bur Oak Library System
6. Logan CC (medium security), Lincoln - Corn Belt Library System
7. Menard CC (maximum security) and Menard Special Unit (medium security and condemned unit) - Shawnee Library System
8. Menard Psychiatric Center (maximum security) - Shawnee Library System
9. Pontiac CC (maximum security) and Pontiac Medium Security Unit - Corn Belt Library System

10. Sheridan CC (medium security) - Starved Rock Library System
11. Stateville CC (maximum security) and Stateville Minimum Security Unit - Bur Oak Library System
12. Vandalia CC (medium security) - Cumberland Trail Library System
13. Vienna CC (minimum security) - Shawnee Library System

b. Youth Centers

14. IYC Dixon Springs - Shawnee Library System
15. IYC DuPage - DuPage Library System
16. IYC Hanna City - Illinois Valley Library System
17. IYC Joliet (maximum security) - Bur Oak Library System
18. IYC Kankakee - Bur Oak Library System
19. IYC Pere Marquette - Lewis & Clark Library System
20. IYC St. Charles (medium security) - DuPage Library System
21. IYC Valley View - DuPage Library System


NORTHERN ILLINOIS
NORTH SUBURBAN
CHICAGO
SUBURBAN
DUPAGE
RIVER BEND
STARVED ROCK
BUR OAK
WESTERN ILLINOIS
ILLINOIS VALLEY
CORN BELT
LINCOLN TRAIL
ROLLING PRAIRIE
GREAT RIVER
LEWIS & CLARK
CUMBERLAND TRAIL
KASKASKIA
SHAWNEE
Correctional Centers and
Library Systems in Illinois

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All other 49 states responded to a letter requesting comparable data. Also, the California Department of Corrections allowed me to pretest our interview forms in its institutions. A State Library Consultant, Marjorie LeDonne, California DOC Departmental Librarian Phyllis Newton, and California Youth Authority Library Coordinator Bonnie Crell were very helpful. So were Washington State Library Chief of Special Services Kristy Coomes and Institutions Supervisor Marie Celestre.

The report could not have been completed without the hard work of the staff of the University of Illinois Library Research Center and of the office of the Graduate School of Library and Information Science, particularly Kathy Painter and Sally Eakin.

We spent much time over three months interviewing people. Our thanks to the wardens, assistant wardens, and educational administrators; the library system directors and institutional coordinators; and the civilian and resident clerks, and prison librarians. Also to Mr. Alphonse Trezza who shared his memories of the founding days of the program. A special acknowledgment is due the 200 prisoners (and ex-offenders in community correctional centers) who voluntarily told us of the sorrows and joys of using prison libraries.

PREFACE

The Library Research Center at the University of Illinois was given a contract by the Illinois State Library in 1981 to evaluate the unique pattern of library services to prisons in Illinois, and to discuss any problems which might be found. Most of the concerns this evaluation addressed occur in prison libraries in all of the states. Problems in funding, collection development, access, legal libraries, staffing, and many other areas are common to institutional library services and do not reflect on the particular pattern of service for which Illinois is well known. Service provided through the regional library systems does, of course, have its own singular problems--primarily those of dual supervision and of communications--and these will be discussed in depth. The other difficulties, which are also addressed, cannot be attributed to the Illinois philosophy of service. As a matter of fact, other approaches yield their own problems which will be mentioned only for comparative purposes.

A second general remark about our purposes seems necessary. Librarians in the correctional centers expressed great interest in seeing a "report card" on their work, an institution-specific evaluation. Unfortunately, that was not within the purview of this study. At the November 10, 1981 meeting of the advisory committee, "there was general agreement that the objective of the study should be to evaluate the pattern as it has developed, including a description of its strengths and weaknesses, the identification of problem areas with relevant recommendations, and a measure of the value of the library service to the residents." I hope that the general state evaluation will be helpful to the individual institutions, however, as it is their successes and failures which form the basis of the report, and many specific examples are used throughout. The recommendations at the state and system levels will, of course, impact on the individual libraries, and I am hopeful that such effects will be beneficial. Because the law libraries are under close scrutiny by the courts, and because their relatively small size allowed it, an evaluation of each law library was written by Puckett. A copy has been sent to the warden, librarian and system director in each case, and complete sets have been submitted to the ISL and DOC.

All of the areas discussed in this report are interrelated. The table of contents lists the specific topics covered. It is necessary, however, to read the entire report to understand the recommendations and the relationships among the components of the evaluation. The "see" references should be helpful in this regard.

Working in a county correctional facility in Illinois in the early 1970s, I participated in the debate about system-provided library services to state institutions. At that time, the program was still fresh and well-funded; librarians and correctional administrators alike were enthusiastic and optimistic. It is with a great mixture of feelings that I present this report on the current state of library services in Illinois state prisons.

Rhea Rubin
March 7, 1983

CHAPTER I: INTRODUCTION

Section 1. Historical Overview

During the 1960s, library services to state correctional institutions were nearly non-existent. Donated books in the chapel or curriculum-support books in the classroom were the only approximations of libraries for most prisoners. When the Library Services and Construction Act (LSCA) was amended in 1965, appropriating funds for library services to institutionalized people, the Illinois State Library appointed an LSCA Advisory Subcommittee on Institutional Library Services. On its recommendation, the ISL commissioned Social Educational Research & Development, Inc. (SERD) to do a study of all institutional libraries in the state; a summary of its report was published in 1970 by the American Library Association.[1] In response to the report, the newly-formed Illinois Department of Corrections hired a Chief of Library Services, Louise LeTendre. Soon thereafter, in April 1971, the Illinois State Library hired its first Consultant for Institutionalized Services, Robert Ensley.

Although the SERD report had recommended that each state department (e.g., Department of Corrections, and Department of Mental Health) establish a centrally administered program of library service to all its institutions, LeTendre proposed to DOC Director Peter Bensinger that the Illinois State Library be responsible for library services in the prisons. In her study of the matter, she had been impressed by the library program in Washington where the Washington State Library contracted with local public libraries to provide library services in state institutions. (This pattern was discontinued in 1977 when library service directly from the Washington State Library to institutions was initiated.) "...all library service should come from outside rather than within the correctional community. The reasons for the decision to seek inclusion with total library service in the state are myriad; the least of them being the possibility that it is more economical."[2] LeTendre's report, with which Ensley concurred, was approved by both ISL Director Alphonse Trezza and DOC Director Peter Bensinger.

On September 20, 1971, Bensinger wrote Trezza: "I have concluded that library services can be provided to our residents and staff most effectively from without, rather than from within the department. The means by which we feel this can most effectively be accomplished is to request legislative funding for institutional library services be appropriated to the State Library, which will, in turn, contract with the appropriate library systems in the state to provide service to institutions. We envision this service as including both materials and personnel, and will join in sponsoring appropriate legislation and requests for funding as per the recommendation of your consultant staff with the consultation of the department's Chief of Library Services." It was not until five years later that the official Joint Statement would be mutually signed by the two departments, but Bensinger's letter describes the course Illinois was to take. It should be noted that each department felt that it had something to gain by this arrangement. The DOC would have one less headache and better library services; the State Library would have another line in its budget from the legislature, another use of its model regional library systems, and a larger service program.

Meanwhile, in 1970 the Starved Rock Library System had received a grant of federal funds to provide library service in two juvenile facilities. This was considered a pilot project and was deemed successful. Until a general revenue appropriation could be secured, the State Library agreed to use a large portion of its LSCA funds, and the Department of Corrections agreed to use its Illinois Law Enforcement Commission (ILEC) monies. The State Library was to administer the program with advice from the DOC's Chief of Library Services. In February 1972, Bur Oak Library System initiated library services under this plan to seven correctional facilities in its area. A ceremony with Secretary of State Lewis, Trezza, Bensinger, and library system personnel was held. Starved Rock Library System began next and eight other systems followed.

In April 1972, an evaluation of the new program began. The differences between earlier library services and those offered after the first fifteen months of the project were documented by Slanker and Bostwick.[3] They evaluated the system-provided library services to institutions by measuring library collections, services, facilities, and budgets (as of 1974) against the standards. They also surveyed residents, staff, and librarians about the new arrangements for service. The conclusion of their study was that "The program to provide library services to residents of correctional facilities has been successful in some respects and lacking in others. Library programs have been established in all the institutions, and a start has been made in providing library services through the public library systems..."

In 1973, a new Chief of Library Services, Mina Hoyer, was hired by the DOC. She opposed the plan for service through the State Library, but Trezza was able to convince the new DOC Director, Allyn Sielaff, to abide by the agreements between Bensinger and Trezza.

The original libraries were gdneral in scope and considered public libraries. In January 1974, ILEC monies were used to open law libraries in all of the adult correctional facilities. During these first two years of library service approximately $70,000 of LSCA, $50,000 of Elementary and Secondary Education Act (ESEA), and $150,000 of Law Enforcement Assistance Administration (LEAA) money were used. In FY 1975, funding responsibility transferred wholly to the State Library and its general budget; $548,770 were appropriated by the legislature for correctional libraries. In the next year, the Joint Statement on Library Services was finally signed by the ISL (Director, Kathryn Gesterfield) and the DOC (Acting Director, Charles Rowe). No legislation was enacted on this matter, but the legislature has responded to the continuing inter-departmental agreement by appropriating funds to the State Library for library services in correctional institutions. Although the State Library had hoped to make a similar agreement with the Department of Mental Health, that department wished to retain control over its libraries until the past few years when a lack of funding has increased its interest in the State Library's role. At the present time, though, such an agreement is not in the offing due to the State Library's own fiscal problems.

When interviewed in 1982, wardens at eight correctional centers remembered what the library was like prior to the agreement. None of them had any compliments for those "libraries." As one warden put it, "It was very

loosely called a library--more of a reading room with donated materials and no librarian." Common descriptors include: small room, poor collection, inaccessible, discarded materials, and run by teachers, inmates, or volunteers. An educational administrator in a correctional center said, "Services increased at least 300% when library systems became involved." Another commented: "There's no comparison between what was there then and now." Although all the adult centers had some book collections, 5 juvenile facilities had no library, poor or not, before the cooperative agreement.

It is important to note that the provision of library services by another agency is not unique for the DOC. In 1972, the DOC's own School District (428) was started. Before that, the wardens controlled education in their institutions, hiring teachers locally and setting curriculums. Now all educational programming and staffing are done by the School District for the DOC. The trend to contracting for outside services continues. Most medical services in the correctional centers are now provided by contract, and food services are catered in some.

Section 2. Literature Review

Since 1974, the literature on correctional libraries in state prisons is limited to one national study, about a half dozen state surveys, four journal issues devoted to correctional library services, several short articles, and various editions of standards for juvenile and adult correctional centers.[4]

National and State Studies: - In 1974, Marjorie LeDonne published her landmark study, Survey of Library and Information Problems in Correctional Institutions, which served as a state-of-the-art report on prison libraries and service.[5] Her methods and recommendations continue to offer guidance for the measurement and evaluation of correctional libraries. LeDonne sampled libraries in ten state and federal prisons over a two-year period for the U.S. Office of Education. The survey tools used included visits, questionnaires, and taped interviews with inmates, librarians, and administrators from the prisons, the state department of corrections, and the state library in the states visited. The American Correctional Association Manual of Correctional Standards (1966) was used as a measurement tool. Three years later LeDonne reviewed the study and concluded: "I have come to realize that while space, time, money, training, and adequate support staff are all important, the key to quality correctional library service is the turn of mind, the energy, and sense of dedication which the librarian, teacher/librarian, or inmate clerk brings to the job."[6]

An historical overview of the prison library in American history was given by LeDonne in a chapter for Library and Information Services for Special Groups (1974).[7] LeDonne noted a shift from a philosophy of rehabilitation of the inmate to one seeking the successful return of the inmate to the community. Many of the issues and needs of correctional libraries raised by LeDonne in her 1974 survey are reflected in the surveys and articles that have been published since then. Thus the importance of correctional and public library cooperation was the theme of Clara E. Lucioli's report to the State Library Board in Ohio in 1976 as well as in an article by Alan Engelbert in 1981.[8] In her visits to institutional libraries, including 17 adult

and youth correctional centers, Lucioli found little formal cooperation between these two types of libraries or with libraries in the community. Most correctional center libraries were in need of printed and audiovisual material support, and public libraries were in need of guidance in responding to the needs of people released from institutions. Lucioli urged cooperation between the libraries of each sector. Besides the basic needs of money, staff, and state level leadership, she underlined the need for professional contact among institutional libraries: "Keeping current in association with colleagues of related interests makes the difference between a career commitment and a sense of being at dead end."[9]

A recurring need is to ascertain the information needs of prisoners. Maryland and New Mexico surveyed their inmates on this question. In Maryland, at seven prisons, 300 inmates completed questionnaires which Brenda Vogel analyzed for her report to the Department of Public Safety and Correctional Services.[10] While use of the library for school work and fiction reading is noted, the inmates requested more Black literature and other ethnic related materials along with current law materials. When asked to give priority to their information needs, the inmates gave the following responses:[11]

1. Legal information, information about your case, or about your rights.
2. Information to help people on the outside, like helping your kids on welfare.
3. Information about getting yourself together, psychology or education.
4. Information about jobs, working, money, benefits.

Vogel also points out the need for information about the institution's rules and regulations as being important for inmate coping in the institution.

Practical information needs of residents were also found to be important by Sandra Scott.[12] For the New Mexico State Library, 290 men and 24 women were asked questions about their information needs and reading interests by case workers in two prisons for men and one for women. In her report, Scott noted that the men surveyed wanted information on life management, schooling and job training for job opportunities. The women polled said they wanted to know about the law and how to get along with other people. With regard to reading interests, the women preferred romance and adventure stories as well as prison literature and humor. The men, however, liked best sellers, adventure stories, and books on people and places.

Wisconsin and Pennsylvania conducted inventories of their institutional libraries. For Wisconsin this focused on only the correctional centers for the state Division of Corrections, whereas in Pennsylvania, all state institutions were visited including twenty adult and juvenile correctional centers. For the Wisconsin study, Philip L. Koons gave general recommendations to help improve the correctional center libraries.[13] In addition to profiles of the libraries, Selma Gale gave a narrative summary of the problems and needs facing all institutional libraries in Pennsylvania.[14]

Many of the problems of correctional libraries reflected in the literature, especially in LeDonne's 1974 study, are underlined by Koons and Gale. Both of their reports stress the importance of a qualified and empathetic librarian who has access to professional development and continuing education.

Serving inmates in segregation and other satellite areas is a neglected essential responsibility. Evening and weekend library hours to meet the varying schedules of inmates are infrequent. Regular library budgets and library advisory committees are required to give stability to library services. Cognizance of the social, economic, educational, and ethnic backgrounds of inmates by the librarian is needed to develop library service and collection development. Both Koons and Gale suggest the establishment of a state level librarian coordinator to develop programs and assist with staff training and other needs. They state that service to institution staff is helpful to gain support for the library and its services among correctional administrators.

For the Needs Assessment Report on Michigan Correctional Facility Libraries 1981-1982 (1982), the survey team included the Institutional Consultant from the Department of Education plus the local facility librarian and a librarian from a local public or other library. It was decided that, in later years, the needs assessment will be done by mail questionnaire. A basic recommendation urged the involvement of the facility librarian in the program planning process of the individual correction center. Also recommended are increases in collection development, library cooperation on a regional basis, and library funding which ought to be included as a line item in the budget. Librarians were to be assessed for the quality and efficiency of their library program.

Special Issues of Library Journals: - Symptomatic of the obscure role of prison librarianship is the lack of a regular forum for articles, reports, book reviews, etc. Within some state professional organizations of librarians there is a section centered around institutional librarianship, which usually includes prisons, mental and general hospitals, and other types. The Illinois Library Association founded such a section in 1978. The national newsletter, Inside/Outside, carried information on prison libraries and librarianship. With its cessation in 1977, there has been no publication that focuses primarily on this field. Interface is a quarterly newsletter published by the Association for Specialized and Cooperative Library Agencies of ALA; it carries information on prison libraries intermittently.

The 1970's saw the growth and development of law libraries in prisons as well as an increased concern by librarians for library service to the disadvantaged. Federal money became available for institutional library service through LSCA grants. Consequently, prison library service received acceptance and promotion as a topic for special issues of library journals: Illinois Libraries (Sept. 1974), Wilson Library Bulletin (Feb. 1977), Library Trends (Summer 1977), and an issue of Bookmark (Winter 1979) on institutional library service including prisons. These special issues give summary reviews of problems, needs and achievements of prison librarianship, and information on the theory and practice of prison librarianship. In lieu of a textbook or journal devoted to this subject, these issues serve as a clearinghouse of information.

The September 1974 issue of Illinois Libraries brought together articles on library development in prisons with regard to the right to read as well as to the service of legal libraries for prisoners. There is a detailed description of the Illinois plan of service to correctional centers as well as an evaluative report on it. Additional articles give examples of other library programs around the country. Part of the February 1977 issue of Wilson Library Bulletin was devoted to library service to prisoners. Like the

Illinois Libraries issue, this gives special attention to the legal basis of prison law libraries as well as the involvement of correctional profesasionals in prison library service. Other articles include examples of various library programs by prison librarians, and one organized by inmates.

The most substantial journal issue on prison libraries is the Summer 1977 Library Trends, on "Library Services to Correctional Facilities." The issue sought to give a broad review of this service and a picture of the current situation. The articles cover the nature of the prison environment, the training for and research on prison librarianship, an analysis of prisoners' needs, prison law libraries, and one noteworthy summary of the development of cooperation between public libraries and prisons.

In "Public Library Services to Correctional Facilities," Jane Pool names seven factors that contributed to the growth of cooperation in this area.[15]

1. Growing awareness of the need for public libraries to serve the disadvantaged;
2. Inclusion of recommendations for services by public libraries in library standards for correctional facilities, public library systems, and state library agencies;
3. Accelerating trend toward cooperation among all libraries into organized systems and networks;
4. Recent court rulings on prisoners' rights to read and to have access to legal materials;
5. Declarations by prisoners of a desire to have access to public library materials and information;
6. Realization by correctional sociologists of the necessity for the incarcerated to maintain contacts with society and to have reentry briefings; and
7. Appropriation of federal, state, and local funds for correctional library services.

The article on juvenile library service by Margaret Cheeseman offers insights useful to all institutional librarians.[16]

Part of the "Institutional Library Service" issue of Bookmark (New York State Library, Winter 1979) focused on reports by librarians who work in New York prisons. In addition there is a cogent statement by Ruth Aronson of the need for a statewide coordinator of prison library service.[17]

Library Standards: - Various guidelines to achieve library goals and influence administrators have been published recently. These include those issued jointly by the American Correctional Association and the American Library Association (ACA/ALA) for juvenile (1975) and adult correctional institutions (1981). More recently, library service to men and women in jails has received attention, in part through the National Institute on Library Services to Jail Populations, in Huntsville, Texas in 1980. This resulted in two publications from the American Library Association; one offered guidelines for jail library workshops (Schexnaydre et al.) and one for jail library service (Bayley et al.).[18] The latter serves as a basic introduction to working in any correctional library and to planning jail library services.

In 1982, Art Moen revised an earlier edition of a listing by Marjorie LeDonne of court decisions that relate to correctional library services. Selected Summaries of Court Decisions Relating to the Provisions of Library Services in Institutions (1982) covers cases in the basic areas of correc-

rional libraries including access to the general library, legal reference materials, jailhouse lawyers, censorship, reproduction of legal materials, women in institutions, etc.[19]

As can be seen, the literature on prison librarianship appears in various places; it is hard to know specifically where to look for current awareness. In response to a survey question on which journals they consult, Illinois prison librarians offered only mainline library journals such as Booklist and Library Journal. It would be helpful and more efficient if some journal would carry a regular column or produce special issues at designated intervals on current prison librarianship in all its various aspects ranging from jails, to juvenile correctional centers, to adult maximum security facilities. Interface can also be better utilized by correctional librarians as a forum for information and ideas.

Section 3. Purposes and Methodology of the Study

Purposes: - For the long present, library service in Illinois correctional centers has been based on three main considerations. (1) In 1971, the Illinois State Library and the Illinois Department of Corrections approved an agreement which provided that the ISL would be responsible for the provision of library service in all state correctional centers. (2) In 1975 the legislature made the first annual appropriation for this service, as part of the State Library's budget. (3) The State Library assigned the responsibility for the provision of library service in the correctional centers to the appropriate regional library systems.

After almost 10 years of experience with this pattern of organization, funding and administration, it seemed appropriate to analyze the resulting situation and to present recommendations which would serve for at least another decade. In 1981, the Library Research Center of the Graduate School of Library and Information Science, of the University of Illinois at Urbana-Champaign, presented a proposal for such a study to the Illinois State Library. After some negotiation and revision, the proposal was approved and funded, with two main purposes.

The first major purpose of this study was to analyze and evaluate the present situation of libraries and library service for residents of Illinois correctional centers. The three features, of the pattern referred to above, have resulted in great advances over what was the earlier situation in this state, and over what is generally found in other states in this country. Clearly there are features in this pattern which should be retained and strengthened. At the same time there are shortcomings and limitations to the pattern, as anyone familiar with the program could attest--and not all of them could be corrected simply by the availability of more money. The evaluation of the present program was not only to identify the desirable features but also those which needed revision. All that anyone could do in the latter connection would be to present various possible alternatives (with the arguments in favor of and opposed to each) and to recommend the one which appeared to be the strongest.

The second major purpose of the study was to treat each of several major problem areas which were known to exist--or which would become evident in the course of the study, i.e., to analyze each such problem and to present one or

more recommendations which would be both practical and effective. A good example of such a problem area arises from the court mandate that prisoners must have access to the courts and therefore must have access to the statutes and case law. What else besides law books is necessary to meet this requirement, e.g., what services and what training in the use of legal literature? To answer this and related questions, one member of the survey team was chosen because she is both a lawyer and a librarian. Another problem area--to name just one more--which could be anticipated concerned where cuts should be made if the present level of funding, unchanged since 1978, could not be increased.

Originally it had been hoped to try to ascertain whether and in what ways library service had any effect on the lives of the residents, either in the short or long term. Obviously the provision of library service to correctional center residents assumes that it has some desirable effects; to demonstrate such a relationship would have been difficult, and it became impossible when the budget for the study was reduced. We were able to collect some testimony on this point which we present later (Chapter 4, Section 3). It should be noted that library service to the staff of the correctional centers was to be treated only incidentally.

Methodology: - The survey team consisted of four people, but only 1.3 in full-time equivalent for a year's work. The principal investigator was Ms. Rhea J. Rubin, of Oakland, CA, who has served as a jail librarian and has been a library consultant on the national scene for the last several years. She worked half-time. Ms. Ann Puckett worked one-quarter time on the survey, with particular responsibility for the study of law library service in Illinois correctional centers. She is the Reader Services Librarian of the Southern Illinois University law school. Mr. Christopher Jocius, a freelance librarian, was the half-time research assistant on the team. And Dr. Herbert Goldhor, Director of the University of Illinois Library Research Center, was the project director for the survey. A 6-person Advisory Committee was appointed, held two meetings with the survey team, and gave help and counsel collectively and individually.

At least two and often three members of the survey team made one- or two-day vists to each of the 21 correctional centers in use in Illinois between March 1982 and June 1982; this includes all maximum, medium, and minimum security centers, and youth centers. They visited every law and general library in these centers, and talked with library staff members (both residents and civilian) and with two members of the center staff (usually the Warden and the Assistant Warden for services). Most important of all, they interviewed almost 200 residents for an average of about 15 minutes each, and systematically recorded their answers to a series of questions (see Appendix A for copies of the various interview forms, and Appendix B for a summary of the residents' responses).

Interviews were also held with the directors of the ten library systems which serve state correctional centers,[20] and with the system coordinators of institutional library services. Several other persons were interviewed, of whom the most important were Dr. William H. Craine, Deputy Director of DOC for Employee and Inmate Services, Mr. Richard Hinckley, Superintendent of the DOC school district, and Mr. Robert Ensley, Institutionalized Services Consultant for ISL.

As part of their visits to the correctional center libraries, the survey team recorded their observations of the size, location and appearance of the library; they examined a sample of books on the shelves; and they made other counts and measurements. A total of three short mail questionnaires were used with almost 100% returns--two to the person in charge of each center library, requesting data which had not been collected at the time of the visits, and data on the expenditures for the law library; and one to the other 49 state library agencies asking for some key points in the pattern of prison library service in each state. In all cases, we accepted the data given us in response to our questionnaires; no verification was made.

The sample of 181 residents who were interviewed was based on a 2% random sample of all correctional center residents drawn by DOC for our use; it was expected that some of the people on the list would have been released, transferred, or otherwise unavailable, and it was hoped we could interview no fewer than 1% of all residents. When such losses reduced the total below 1%, additional names were chosen randomly from the current master list of residents in a center. The net sample of 181 residents interviewed is 1.3% of all 13,564 DOC residents in 1982. In each of the youth centers, which have relatively few residents, at least two persons were interviewed; this slanted the total sample of interviewees toward younger people. In Table 1-1 we show the comparison between the sample and the total population, in regard to age, race, and sex. The probability that the differences shown could have arisen by chance alone is never less than .05. These tests of the representativeness of the sample are the only ones we could apply. What we really would like to know is whether the responses we got from the interviewees are or are not typical of those we would have gotten from interviewing all correctional center residents. We assume that they are.

Of course, any information received from interviews--or from any approach other than direct observation--must be scrutinized carefully. Interviewees may misrepresent the situation, either purposely or unconsciously. In order to ensure that our data are as nearly correct as possible, we compared our interview information with that gathered in print form and in other interviews. In addition, we interviewed ex-offenders in four community correctional centers as a check on the opinions and information given to us by our inmate sample.

The responses of the residents were coded and entered into a computer file. The frequency distribution of the answers to each question appears in Appendix B. Some cross-analysis was done, and some correlations between reported use of the CC library and each of seven personal characteristics. Step-wise regression was used between library use as the independent variable and (1) all seven personal characteristics and (2) seven aspects of the CC libraries. The results of these analyses will be presented in Chapter 4, Section 3.

Our fourth source of data (besides interviews, visits, and questionnaires) was the accumulated files of the library systems and ISL. We examined budget requests, annual plans, program reviews, and statistics from the past five years.

Table 1-1. Comparison Between the Sample of Residents Interviewed and the Total Population of Residents

As of 06/30/82, there were 1400 residents in the Youth Centers (1170 under 18, and 230 from 18-21), as reported by DOC by phone; and as of June 30, 1981, Youth Center residents were 51.3% black, 40.1% white, and 8.6% all other races (from DOC 1981 Annual Report, p. 10). We added these figures to the DOC data on adult residents as of 06/30/82. The DOC figures are for ages 22-29, 30-39, etc, while our figures are for ages 22-30, 31-40, etc. The results are as follows:

	By Age Group	Sample of 181	Total Residents
A.	up to 18	25/13.8%	1218/9.0%
	18 to 21	35/19.3	2351/17.3
	22-29/22-30	76/42.0	5675/41.8
	30-39/31-40	28/15.5	3090/22.8
	40+/41+	17/9.4	1230/9.1
	Total	181/100%	13,564/100%
	(4 df, X^2 = 9.26; p = .05)		
B.	By Race		
	Black	113/62.4%	8232/61.0%
	White	59/32.6%	4579/33.9
	All other	9/5.0	692/5.1
	(2 df, X^2 = .16; p = .92 or no significant difference)		
C.	By Sex		
	Male	172/95.0%	13,104/97.0%
	Female	9/5.0	399/3.0
	(1 df, X^2 = 3.33; p = .075 or no significant difference)		

Section 4. Illinois In Comparison to Other States

One of the reasons that this study was undertaken is that Illinois provides library services to prisoners in a different administrative pattern than any other state. We polled all 49 other states on their current pattern of organization of library service in state prisons, with the following result (see Table 1-2). Most state prisons have library services provided by the state Department of Corrections and Youth Authority (or other agencies of similar function but different title); California, Texas, and Wisconsin are examples. In two states, South Dakota and Arizona, the individual facility is responsible for the library. The funding and the personnel come from the DOC or the prison in all of these examples. Some states, like Maryland and Virginia, have a correctional education agency which is responsible for library services in the adult institutions; it is more common for an education department to provide library services to juveniles. This approach is similar to the ones mentioned before in that the monies, staff, and direction come from non-library agencies. In a few states, the state library funds the service totally, e.g., West Virginia and Mississippi. And in still others, the state library agency purchases materials while the DOC provides staff and operating expenses; examples of this plan are Idaho, North Carolina, Montana, and Vermont. LSCA grants are used in at least 20 states to fund part or all of the service.

Table 1-2. Correctional Institution Library Funding in the United States

A. ADULT FACILITIES

1. Majority of funding from the Department of Corrections or Department of Institutions which has administrative responsibility for library service

California	Louisiana	New Jersey*
Delaware	Maine*	New York
Florida	Massachusetts*	Ohio
Georgia	Michigan	Oklahoma
Hawaii	Missouri*	Oregon
Idaho	Nebraska*	South Carolina*
Iowa*	Nevada*	Texas
Kansas	New Hampshire*	Wisconsin*

2. Majority of funding from the local facility which has administrative responsibility for library service

Arizona
South Dakota*

3. Funding totally from the State Library

Colorado
Mississippi
Washington
West Virginia (for one institution only)

4. Joint Funding by DOC and the State Library (usually SL funding for materials; DOC for staff)

Arkansas*	Montana	Tennessee
Connecticut*	New Mexico*	Utah*
Idaho*	North Carolina	Vermont
Indiana*	North Dakota	West Virginia (most)
Kentucky* (most)	Rhode Island	Wyoming
Minnesota*		

5. Funding from the State Library in cooperation with the local public library or library system

Alabama (with materials grants from SL)*
Alaska (public library supplies materials only)
Kentucky (for three institutions only)*

6. Other Patterns

Maryland (Dept. of Education, Correctional Education Branch)
Pennsylvania (half DOC, half Dept. of Education, Correctional Education Division)
Virginia (special Rehabilitative School Authority)*

Note: Even when DOC is responsible, the SL often has a consultant, and vice versa.

*LSCA funds from State Library are used in part.

B. JUVENILE FACILITIES

1. Majority of funding from the Youth Authority, Human Services Department or Department of Corrections which has administrative responsibility for library service

Alabama	Maine*	New York
California	Massachusetts*	Ohio
Delaware	Michigan	Oklahoma
Georgia	Missouri*	Oregon
Hawaii	Nebraska*	South Carolina*
Idaho	Nevada*	Texas
Iowa*	New Hampshire*	Wisconsin
Kansas	New Jersey*	

2. Majority of funding from the local facility which has administrative responsibility for the library service

Arizona
South Dakota*

3. Funding totally from the State Library

None

4. Joint funding by DOC and State Library (usually SL funding for materials; DOC for staff)

Arkansas*	Minnesota*	Utah*
Colorado	Mississippi	Vermont
Connecticut*	North Carolina	West Virginia
Indiana*	Rhode Island	Wyoming
Kentucky*	Tennessee	

5. Funding from the State Library in cooperation with the local public library or library system

Alabama (with materials grants from SL)*
Alaska (public library for materials only)
Montana (3-way cooperation)

6. Other patterns

Florida (local school boards)
Louisiana (combination of local facility and DOC)
Pennsylvania (educational provider)
Virginia (a special Rehabilitative School Authority)*
Washington (local school boards)

Maryland, New Mexico and North Dakota did not indicate how libraries in juvenile centers are funded.

Note: Even when DOC is responsible, the SL often has a consultant and vice versa.

*LSCA funds from State Library are used in part.

Public libraries have been used in only a few instances in the U.S.[21] For eight Alabama correctional institutions, grants for materials have been given to six public library systems for nearly ten years; the DOC provides staff. Montana serves its juvenile residents through a joint effort of the DOC, State Library, and the local public library. Alaska serves 22 small institutions (most with an average of 50 residents) through local public libraries which are given grants from the State Library to purchase general materials and provide staff for a few hours per week; the state board of education and local school districts provide curriculum support materials. In North Carolina, the public libraries have an oral agreement to cooperate with the prison libraries which are a joint effort of the DOC (for staff) and the State Library (for materials).

Idaho used to serve its one state penitentiary through a state library contract with the local public library, but discontinued it five years ago when funds ran out. Kentucky has served three of its institutions (which account for 40% of the prison population) through contracts with a county public library system which provides materials and one staff person. The other state institutions are given materials purchased with state library funds, but the DOC is responsible for the provision of services. New Jersey has a proposed library network law which would establish seven library regions to encompass all types of libraries including institutions. If the legislation is passed (it was defeated in 1981), institutions may be served through regional library cooperatives.

Four state library agencies currently provide library services directly to adult institutions: Colorado, West Virginia, Mississippi, and Washington. The Colorado Office of Library Services has a line item in its budget for general library services for the adult institutions. It purchases materials for all of the prisons and has three institutional consultants, all of whom provide some direct services. Nearly all of the institutions also have an on-site librarian hired by the Office of Library Services. In West Virginia, the State Library Commission buys materials for all of the institutions and has a librarian in one of them; the other seven prisons are smaller and have DOC-appointed staff. In Mississippi, the State Library Commission funds the adult prison libraries; the youth authority is responsible for the juvenile facilities. And in Washington, the State Library has 28.5 FTE positions in the correctional institutions, using state library funds for materials and programs. But Illinois is the only state that currently has a unified program of serving all correctional institutions in the state with complete library service, through state-funded regional multi-type library systems.

The administrative responsibility and the funding of institutional library services change fairly frequently with the creation of new state agencies, changes of state administration, and the availability of grant funds. It is not unusual for the state library to initiate a program and then transfer it to the DOC. For example, the Louisiana State Library established libraries in the correctional institutions through a two-year pilot project which then provided 50% of the funds. At the end of the project, the DOC assumed full funding. In Oregon and Idaho the state libraries used to provide funds for institutional services but were forced to withdraw when financial problems arose.

I had thought it would be possible to compare the Illinois plan of service with that of other states, especially those with a similar number of correctional facilities. As of 1977, California had 25, Georgia had 21, Pennsylvania 20, and Illinois 21. Unfortunately, it is the proverbial comparison of apples to oranges. Even the obvious comparison factors--budget, number of volumes, number of professional staff--are not useful. The size and security level of the institutions, the ratio of the amount of money spent on materials vs. that on staff, the combination of budgets and in-kind contributions from multiple agencies, the inventory and weeding methods used for collections; the varying position descriptions and titles all combine to make comparisons impossible.

Washington has a history which makes it especially relevant to the Illinois plan. Washington served its state institutions through public libraries from 1972 until 1977. Prior to that, the now-defunct Department of Institutions provided services directly. A study in 1965[22] recommended that the State Library assume the responsibility for library services and contract with the local libraries to provide them. Because the state is not fully developed into regional systems--as Illinois is--some institutions were served by a single public library and some by a library system. In 1977, the Legislative Budget Committee decided to discontinue this pattern of service, citing increasing costs from the contracting libraries. Also, the WSL felt that the proposal-based funding was uneven and that budgeting was difficult since the libraries were on a calendar year, WSL on a fiscal year, and appropriations were made biennially. The WSL then began to provide services directly to the 42 state institutions (mental health, developmentally disabled, veterans, and corrections). Now, all adult correctional centers (three juvenile facilities have contracts with local school districts) have librarians who are staff members of WSL.

In 1980, the state Fiscal Management Office evaluated this approach and found it to be effective, with financial savings on salaries. The WSL reports that this approach has resulted in a more even service throughout the state. Although many of the librarians who had been working for public libraries or systems were upset when their positions were subsumed under WSL in 1977, they seem content now. In response to a brief survey, they cite centralized services (ordering and processing), better ILL, more communication with other institutional librarians (e.g., quarterly full-day meetings), upward mobility, and centralized supervision as benefits. The problems mentioned most often are indirect contact with their supervisor due to the geographical distance from the WSL, and understaffing. They report that the inmates receive virtually the same service as they had under the older system.

Unfortunately, Washington cannot be compared directly to Illinois because it serves 42 institutions, only 9 of which are correctional. Its budget is less than that of Illinois. In 1981, Washington had $753,333 and Illinois had $1,325,259; in 1982, Washington had $678,000 and Illinois retained its $1,325,259. Washington also has fewer staff with a count of 24 people in the institutions and 4.5 at the State Library in Olympia. Some of the librarians are designated "supervisory" and are responsible for as many as eight libraries. Both the staffing and the budgets are so different from those of Illinois that direct comparison based on these is impossible. Perhaps quality of library service could be compared, but site visits to all institutions would be necessary and that, of course, was not feasible during this study.

Two other notes about prison library services in other states. Thirteen states report that some of their institutions have no libraries at all. And at least 28 states report that, no matter who provides general library services, the DOC is responsible for the law libraries.

1. Social, Educational Research and Development, Inc. Institutional Library Services: A Plan for the State of Illinois. ALA, 1970.

2. Louise LeTendre, "Books for Crooks: A Cooperative Approach to Service in Correctional Facilities," Illinois Libraries (May 1972) 54:328.

3. Barbara Slanker and Joan Bostwick, "Regional Library System Based Library Service to Residents of State Correctional Facilities: An Evaluation of the Project," Illinois Libraries (September 1974) 56: 517-534.

4. This review will not include prison law libraries.

5. Marjorie LeDonne, et al., Survey of Library and Information Problems in Correctional Institutions, published in four volumes. Volume one: Findings and Recommendations; Volume two: Access to Legal Reference Materials in Correctional Institutions; Volume three: Current Practices in Correctional Library Services: State Profiles; Volume four: Bibliography. Washington: U.S. Department of Health, Education and Welfare, 1974.

6. Marjorie LeDonne, "Survey of Library and Information Problems in Correctional Facilities: A Retrospective Review," Library Trends (Summer 1977) 26:65-66.

7. Marjorie LeDonne, "The Role of the Library in a Correctional Institution," p. 261-306 in Library and Information Services for Special Groups, Joshua I. Smith, ed., Science Associates, 1974.

8. Clara E. Lucioli, A Study of State Institution and Public Library Cooperation in Ohio, Columbus, OH: The State Library of Ohio, 1976; Alan Engelbert, "The Future of Libraries in State-Run Institutions," Show-Me Libraries (Oct.-Nov. 1981) 33:1-2, 37-41.

9. Lucioli, p. 4.

10. Brenda Vogel, Final Report: Inmate Information Needs Survey, Baltimore: Department of Public Safety and Correctional Services, Division of Corrections, 1976.

11. Vogel, p. 62.

12. Sandra Scott, Information Needs and Reading Interests of Adult Prisoners, The New Mexico State Library, 1979.

13. Philip L. Koons, Recommendations for Development and Improvement of Library Services to Residents of Wisconsin Correctional Institutions, n.p., 1979.

14. Selma Gale, Report on Status of Library Services in Residential Institutions of the Commonwealth of Pennsylvania. Harrisburg: State Library of Pennsylvania, 1979.

15. Jane Pool, "Public Library Services to Correctional Facilities," Library Trends (Summer 1977) 26:140.

16. Margaret Cheeseman, "Library Services to Young People and Children in Correctional Facilities," Library Trends (Summer 1977) 26:125-138.

17. Ruth Aronson, "Problems and Opportunities: Statewide Coordination of Library Services in State Prisons," The Bookmark (Winter 1979) 38:68-71.

18. Linda Schexnaydre and Kaylyn Robbins, Workshops for Jail Library Services: A Planning Manual, ALA, 1981; Linda Bayley et al., Jail Library Service: A Guide for Librarians and Jail Administrators, ALA, 1981.

19. Arthur J. Moen, Jr., Selected Summaries of Court Decisions Relating to the Provisions of Library Services in Institutions, ALA, 1982

20. Nine provide service directly; the tenth contracts with another system to provide service.

21. According to research by Phyllis Dalton ("Library Services to Correctional Facilities in Other Countries," Library Trends 26:97-118, Summer 1977) a number of other countries serve their prisons through local libraries. In Denmark, prison libraries are becoming branches of the public library with a librarian from there; the library is reimbursed by the DOC. The jails are also served by public libraries under a nationwide agreement. In Ireland, the Public Library Service provides materials to the prisons. In Sweden, the National Prison Board has a consultant librarian but the services are provided by local public libraries. The Hamburg Public Library serves thirteen prisons in West Germany. R.E. Adams ("A Governor's Reflections," Prison Education in England and Wales, National Institute of Adult Education, 1981, p. 135-139) reports that England's prison libraries are the joint responsibility of the Education Officer and the County Library. Full time discipline staff library officers are advised by professional librarians from the local library service.

22. Harris McClaskey, A Study Recommending Establishment of a Cooperative Library Program Between the Washington State Department of Institutions and the Washington State Library, Olympia, Washington State Library, 1965.

CHAPTER 2: THE STATE LEVEL

Section 1. The Role and Responsibilities of the Illinois State Library

A. Consultant for Institutionalized Services

The State Library has been responsible for administering library services in the correctional institutions since 1972. Although the State Library was to act in consultation with the Department of Corrections' Chief of Library Services, there has been no one in that position since 1975 (see the discussion of this in Section 2 of this chapter). Consequently, the Illinois State Library, through its Consultant for Institutionalized Services (CIS) has developed the program without much assistance from the DOC. The ISL Consultant has been with the program since its inception and has acted as the frontrunner for it during the entire ten year period. He is seen as the sole representative of the State Library, and of the program at the state level.

The Joint Statement says that:

> The State Library is responsible for providing 1) funding from General Fund appropriations under the Library Systems Act and grants from other sources where appropriate, and 2) statewide coordination, planning, monitoring, and consultant services.

Indeed, most of the work of the ISL Consultant has been in the areas of budgeting (to be discussed later), planning, and problem-solving.

Because ten regional library systems provide the services, and their boards of directors guard their policy-making powers zealously, he has not had much success with statewide policies. Instead, problems are dealt with as they arise in each institution; this can be called "band-aid management" as opposed to thoughtful planning. Over the years, the ISL Consultant has recommended policies on uniform pay, joint evaluations, and other matters, but the system directors have not approved them. He reports that most of his time has been spent on budgeting and monitoring the funds allotted; he and the system directors often disagree in these areas, too. To his credit, he is philosophical about these disagreements as he feels strongly that services to Illinois correctional institutions are system activities.

The ISL Consultant has a national reputation, but opinions of his work vary widely within Illinois. Some wardens, system directors and librarians feel that he was more enthusiastic and useful in the early stages of the program. Generally speaking, he (and the State Library) are seen as reactive rather than leading, but helpful when called upon. During the past five years staffing at the Illinois State Library has shrunk considerably, from 8 consultants in library development to 4 at this time; the position of the CIS is now devoted only part time to institutions.[1] This decline in support from the Illinois State Library has been felt by both the systems and the individual institutions; nearly all reported that they needed the State Library to devote more time to this program. *Recommendation: For the program to be administered most efficiently--and effectively--an administrative assistant to the Consultant should be hired.*

Although one warden said "I don't need more folks looking over my shoulder," others requested more consultation and better, more regular program reviews. The librarians voiced similar needs, especially for more direction from ISL and better coordination between the DOC and the libraries. Other common responses to our question "What else could the State Library do to make your service easier to provide?" include: a film circuit from ISL, faster interlibrary loan service, continuing education for librarians and their staffs, regular institutional librarians' meetings, a communications channel such as a newsletter, and statewide policies. The Intersystem Library Delivery Service (ILDS) was mentioned, as was interlibrary loan, as particularly good services of the ISL.

B. Policies

When asked about statewide policies or guidelines, all but one institutional services coordinator felt that they were a good idea. The dissenter felt that unified policies would be unworkable due to differences among the institutions. Photocopying policies were a major concern mentioned. The majority of system directors (6 out of 9) agreed that statewide policies would be helpful to librarians and useful to systems to avoid litigation. One felt that an "atmosphere of mutual trust" and unwritten agreements were sufficient, but he wasn't opposed to common policies. The other two stated that uniformity was impossible. As for institutional librarians, thirteen (of 23) vehemently supported statewide policies, especially in the areas of photocopy, censorship, salaries, emergency procedures, and book loss. Three were undecided, and seven were opposed. The opposition took two forms: people who were satisfied with their libraries and administration and so didn't see a need for policies; and people who were genuinely concerned that statewide guidelines would be too restrictive.

I agree with the majority of librarians, coordinators, and directors we interviewed. I feel that statewide policies are a necessity. As a number of correctional administrators pointed out, consent decrees in the area of legal services have led to a patchwork quilt of rules and policies which differ from institution to institution. Already there is great inconsistency in the general (public) library services as well, and threats of lawsuits in those areas. Such inconsistencies are viewed by residents as inequities and are problematic because inmates are transferred between facilities frequently. Due to these problems, both the DOC and ISL support the idea of statewide policies. There is one other significant reason for policies of any sort: they are formulated and enacted in peaceful times to serve as backups for librarians in times of stress. Written library policies "indicate a basic honesty and integrity of the organization's intentions."[2] Perhaps the best examples are book selection policies and the Library Bill of Rights which have served librarians in good stead in times of censorship problems. *Recommendation: ISL, in conjunction with the DOC and the ten library systems, should formulate and enact a series of statewide policies.* It is important to note that statewide policies will allow for consistency and fairness of service. Uniformity is not the goal; individual library services will (and should) continue to vary within common guidelines.

However, there has been much debate over whether the ISL has the authority to inflict policies on systems whose boards usually establish policy. For the first time, the system rules and regulations would include a section on service to state institutions, according to the proposed draft now under consideration. Rule 81-113.8 states:

> The library systems service program to residents and staff of state institutions must be conducted *in accordance with the policies established jointly between the Illinois State Library and the state institutional departments*, and in accordance with the applicable standards of the American Library Association, the Illinois Office of Education, and other relevant agencies and organizations as identified by the Illinois State Library. (Emphasis added)

These regulations are being formatted now; public hearings in Chicago and Springfield will be held in early 1983. If they are accepted by the Illinois State Commission on Rules, the ISL will have the necessary power to determine statewide policy, as long as the DOC concurs.

In that case, a series of policies should be formulated and enacted, covering (1) photocopying, (2) emergency procedures, and (3) restitution for library materials. (Policies for performance evaluations and salaries are discussed in Chapter 4, Section 4, and policies on security and publication review committees in Section 2 of this chapter.)

(1) The photocopy policy developed by the ISL Consultant and the Administrative Assistant to the DOC Deputy Director, and presented to the systems in May 1981, and amended by the DOC in October 1981 is thoughtful and reasonable (see Appendix E). It calls for charging a modest fee for photocopies, with an exception made for free photocopies of legal materials for indigent inmates. There are a few ways in which the amended draft should be changed before its final implementation. First, the last paragraph of part II should include a statement suggested by the Institutional Coordinator for Shawnee Library System: "Any such excerpts will circulate as library materials and will remain the library's property." Second, there should be a provision for free photocopying of non-legal materials which a resident might need, especially for class or self-study. As it stands now, the policy states that all non-legal documents can be copied by typewriter or by friends in the outside community; this does not consider the length of materials, lack of typewriters, time delays, etc. which can be as important for non-legal as for legal materials. Third, the policy should include a statement that it applies to juvenile centers as well as to adult institutions.

Fourthly, the procedure recommended in the 1981 policy is the use of a money voucher sent to the Trust Office which reimburses the library system. In some institutions, the voucher must clear the Trust Office before the photocopying is done. This causes time delays and extra bookkeeping. Instead, I suggest that the procedure established by the Shawnee Library System at the Menard Psychiatric Center Library be adopted. There the residents purchase cards from the commissary store; the card costs $1.00 and can be used for twenty photocopies. Unused portions of the card can be returned for refund.

Finally, the proposed policy states that "the warden or his designee" shall determine whether an inmate is without funds and therefore eligible for free photocopying. The policy should specify what standard of indigence will be used. Most residents, including students and non-workers, receive $10 per month from the DOC, segregation and other special inmates do not;

will they alone receive free photocopying? Other eligibility requirements might be (1) pauper status assigned by the court so that a public defender or court-appointed attorney was assigned to the individual, or (2) waiver of filing fee from the courts' law clerks. For example, the law clerk of the Northern District of Illinois often waives filing fees for inmates having under $50 in their Trust funds. The U.S. Courts also use the $50 guideline, and Stateville has adopted it as the basis for free photocopying. Whatever requirement is established, it should appear in the policy and should be applied by the DOC; the library should simply require a photocopying card and not be involved in the decision as to whether the card was purchased or given to an indigent inmate.

Some institutions have already incorporated the May 1981 policy into their regulations. Since it did not have a provision for free services for indigent inmates, some (notably Centralia and Stateville) have free copying of legal materials for all residents. When the policy statement has been further revised (as suggested above), it should be implemented in all institutions.

(2) The policy recommended by the ISL Consultant and the Administrative Assistant to the DOC Deputy Director, on the provision of services during emergency situations, should be accepted and enforced.

> Each library system shall maintain a least a minimal level of library service in the event of a lockdown, an employee strike, or other similar situations which disrupt the normal operating procedure of the facility while not sacrificing the safety and security of personnel.

(3) A policy on restitution for lost or damaged materials should be written by the ISL in cooperation with the DOC and the library systems. The Pere Marquette Youth Center Library has a rule that youths cannot be charged for lost or damaged materials, but the DOC disagrees. A mutually acceptable solution has been to "tax" youths for damaged materials; some of their trust account money is put into a library fund as restitution. At the DuPage Youth Center Library, the library wants to charge youths for damaged materials but the institutional administration did not agree until recently. These inconsistencies are not useful to residents or libraries. An acceptable method of reimbursement must be found. Working in the library or offering a skill for the library's use (e.g. calligraphy) should be considered as well as financial payment. Revoking circulation privileges should be used only as a last resort; even then the resident should have some method of using library materials in a secured setting.

If the proposed system regulations allowing the ISL to set policy are not accepted, an alternative tool for enforcing statewide policies must be found. Perhaps the Joint Statement could include such policies; or contracts between each system and ISL, spelling out policies as one condition, is another possibility (for more on this latter concept, see Section 6 of this chapter).

C. Continuing Education

A greatly neglected responsibility of the ISL is continuing education for correctional library employees. An ALA publication stresses the importance of training.[3]

> Working for the development of state institutional library service is analogous to the way in which a state library agency works for public library development and larger units of service. Essential to a successful program are such activities as...continuing education and consistent advisory and consultative services including participation in in-service training programs for library staffs.

The last institutional librarians' meeting in Illinois was in May 1978. It included a good mixture of visits to three institutions, information-sharing, and planning sessions. But there is no excuse for a four year gap between such events. *Recommendation: Institutional librarians and institutional services coordinators should meet twice a year for a program or workshop coordinated by the ISL.* One meeting should include all civilian library personnel; the other may be arranged for staffs according to security and age classifications of the institutions. These meetings are to be in addition to system training programs and professional state or national meetings. ISL should hold the systems responsible for providing substitute personnel at the institution so that minimal library service can be continued in the absence of the regular staff.

Librarians and coordinators requested professional education materials from the ISL as well--newsletters, bibliographies, resource kits, etc. At one time, the coordinator for the DuPage Library System edited a newsletter for institutional librarians throughout the state. And until 1977, a national newsletter (Inside/Outside) was published for prison librarians. Ten states now have their own institutional library services newsletters, and eight others have regular columns in library association or state library publications. But there is none for institutional librarians in Illinois. *Recommendation: As phase two of each semiannual meeting, a mailing should be made to all institutional library staff after each meeting.* Included should be minutes of the meeting, articles of interest, bibliographies of recent professional materials of interest, legislative and other news, etc. The ISL consultant should be responsible for this information packet but may encourage volunteers from the systems to take turns editing it.

Illinois is one of 16 states with institutional library chapters in their state library associations. Four years ago, the Illinois Library Association developed a Specialized Library Services Section, which is logically the appropriate unit for correctional libraries to use as a center. *Recommendation: The ISL should promote and support an institutional librarians discussion group of ILA/SLSS.*

D. Monitoring

The ISL needs to improve its monitoring of institutional libraries. Periodic visits by the CIS, an annual program evaluation, and better reporting from the systems should all be instigated. Perhaps the most common complaint--from state, system, and institution levels--was a lack of communication among these levels and a paucity of accountability and reporting. Wardens and librarians alike were very grateful for the sporadic program reviews and the too infrequent site visits.

Recommendation: Site visits by the ISL Consultant and a representative of the DOC should be conducted annually, perhaps in four trips arranged geographically. Resultant from these visits should be a written evaluation of the library based on standard forms and checklists devised for this purpose. ACA/ALA Standards should be used as a basis for the design of such forms. Copies of the evaluation should be sent to the system and the institution within two months of the visit; the compiled evaluations should be published annually and distributed to all. Other spot visits should be done as often as possible.

Recommendation: To simplify budget requests and planning, the ISL should provide a standard form; the systems should return the budget request forms (signed by system director, warden, and institutional librarian) six months prior to the beginning of the fiscal year.

Recommendation: Narrative and statistical reporting forms should be developed by the ISL and completed by each institutional librarian annually. New developments, collections, staffing, programs, and problems should be covered.

Recommendation: A financial report, showing receipts and expenditures separately, should be filed annually within two months of the close of the fiscal year. This is in addition to annual narrative and statistical forms and in addition to the general system fiscal report.

E. Legislation

There has never been legislation enacted concerning the authority of the ISL to provide institutional library services. Instead, the Joint Statement has been used as the basis of all endeavors. The Illinois Revised Statutes make no mention of this service under the powers and duties of the State Library; neither does the Library System Act. As is discussed under budgeting (Section 7 of this chapter), legislators do not understand the workings of the Joint Statement and assume that the DOC is responsible for all services in its institutions. Such confusion is detrimental to full funding and understanding. *Recommendation: The State Library, with the cooperation of the DOC and the Illinois Library Association, should sponsor an amendment to Chapter 128, Section 107 of the Illinois Revised Statutes to give ISL a clear legislative mandate for involvement in this service. Because that section refers to the Library System Act, it too should be revised.*

F. Advisory Committee

The Library Services and Construction Act (LSCA) Advisory Subcommittee on Institutional Library Services, appointed in 1965, went out of business with the presentation of the SERD Report in 1969. In order to re-establish such a group, the administrative procedures sent to system directors by ISL Director Al Trezza in 1974 stated that:

> The State Library shall appoint an advisory subcommittee to advise the SL concerning its policy and program of service for state institutional library services. Said subcommittee shall consist of not more than 9 persons representing state institutional departments, library systems, library users, and library trustees.

An advisory committee on services to the disabled was established in 1975, and "It has acted as the conscience of the State Library in this service area by bringing a broader viewpoint and insight to the program review."[4] The ISL Consultant originally felt that such a group for institutional services would not be helpful or necessary. Although he changed his opinion a few years later, and requested an advisory group, it has never been established. At the June 1982 meeting of system directors and coordinators, such a committee was discussed and a motion requesting the ISL to develop one passed with a vote of ten to one. *Recommendation: An ISL Advisory Committee on State Institutional Library Services should be established under the guidelines in the 1974 Administrative Procedures.*

The ISL has been the strongest force behind system-provided library services to correctional institutions. Its weaknesses have been in policy making, continuing education, and monitoring. The proposed changes in the system regulations and in appropriate legislation, and the creation of an advisory committee, will aid the ISL in improving its effectiveness.

Section 2. The Role and Responsibilities of the Illinois Department of Corrections

A. Administration

The Department of Corrections has not had the consistent relationship with the institutional library program as the Illinois State Library has had, because the ISL has had the same Consultant on Institutionalized Library Services for the past ten years. The DOC states that it "jointly administers" the program with the ISL, yet library services do not appear at all on the current DOC organizational chart. And no one person has been responsible for library services since their Chief of Library Services resigned in 1975. The Deputy Director for Inmate and Employee Services has had this responsibility during the past few years, but library services is not in his new job description either. He had had an administrative assistant who acted as a liaison with the ISL Consultant, but he was transferred in June of 1981 and has not been replaced. Although the Deputy Director states that he is satisfied with the present arrangement and that the ISL Consultant is able unofficially to fulfill the role of DOC Chief of Library Services, the research team feels that this arrangement is totally unsatisfactory. With a full-time professional librarian coordinating library services for the DOC, the Department could take an active role rather than the merely reactive one it has had recently. *Recommendation: The DOC should hire a professional librarian as its Chief Librarian in a position with responsibilities parallel to those of the ISL Consultant.* The person will have a major responsibility for coordinating communications among the correctional institutions and with the ISL, for annual program reviews, for site visits, and for in-service training.

B. Security

According to the Joint Statement, the DOC is to "provide adequate security" in the libraries. At the maximum security prisons, an officer is assigned to the library gate. For the most part, this has worked well. The medium and minimum security institutions usually have no security officers assigned to the library, and therefore have problems with access, discipline, and loss of materials. This problem was noted in a 1974 evaluation also.[4]

Recommendation: The DOC, in consultation with the ISL, should study the security needs of the libraries in each security level of institution, and ensure that the library receives the security attention needed at each institution.

Security for library materials is a corollary responsibility. In addition to the materials that are lost or damaged within the institution, many leave the institutions ("walk on out") when residents are transferred or released. *Recommendation: The DOC should include a careful search of residents for library materials and equipment in its exit procedure.* Anything found should be returned to the library after it has been checked for contraband.

C. Orientation

Another DOC responsibility, according to the Joint Statement, is to "provide an orientation for librarians on how to work effectively in a correctional institution." This should include information on the administrative regulations and institutional policy, self-defense, first aid, institutional organization, and other topics. Such an orientation has been sorely neglected. Of 27 librarians interviewed, only six (22%) reported receiving any in-service training by the institution; all of these librarians work in four institutions: Sheridan, East Moline, Pontiac, and Menard. Only four (15%) reported taking the DOC training course for civilian personnel; all of these librarians work in youth centers. Considering that a major complaint of wardens was that librarians lack an understanding of security problems and measures, in-service training would seem a priority for the DOC. *Recommendation: The DOC should provide an intensive basic training, followed by intermittent classes, on institutional and security concerns, to all civilian library staff working in correctional institutions.*

D. Funding

When asked "What else could the DOC do to make your service easier to provide?", many wardens and librarians suggested money. In some of the youth centers (e.g., DuPage), the administrator gave Title 4B monies (usually in relatively small sums) to the librarian to use. At St. Charles, the institution pays the resident clerks (20¢ per hour). At Menard, the institution covers the cost of two of the five resident clerks. At Sheridan, the facility spent $10,000 on legal subscriptions during 1981, so that the library system could afford to continue its staff at the institution library. Other institutions are proud of "donating" paper or other supplies to the library. Unfortunately, these examples of financial assistance are exceptions to the rule.

Although the ISL has the responsibility for providing the General Fund appropriation, the IDOC has financial reponsibilities also. The Joint Statement reads "The IDOC will continue to seek grant funds available to the IDOC which can be used for purchase of library materials and equipment." But 1974 was the last time the DOC contributed such funds; these were from the Illinois Law Enforcement Commission. As far as is known, no other library-related grants have been applied for by the DOC. Also, as early as 1971, the DOC stated that it would "Join in sponsoring appropriate legislation and requests for funding"; but there has been no concerted effort in this direction. Of 45 wardens and assistant wardens interviewed, only 5 (11%)

answered "Yes" to the question: "Could you foresee the DOC paying for library services?" Many laughed before they said "No;" 10 said "I hope not." All reported that DOC funding for libraries had never been discussed; none were aware that the DOC had any fiscal responsibilities regarding libraries.

Two needs related to funding from the DOC seem clear. The first is for active participation in ISL-proposed legislation which would mandate general library services to prisoners and staff through the ISL. Such legislation would clarify the relationships between the two agencies and end the confusion of the legislature as to these services in correctional institutions. The appropriations process should thereby be eased, with better funding as the result (see also Section 1 of this chapter).

The second is for some direct funding from the DOC to the library program. The budget for library services in correctional institutions has not been increased in five years despite an increase in the number of institutions
and of prisoners to be ser
tions and of prisoners to be served. Meanwhile, in 1978, DOC spent over $116,000,000 and in 1982 over $258,500,000.5 The latter figure is 223% of the former. The DOC contends that its funding is inadequate, but it certainly has not suffered the budgetary cuts of the ISL.

The library component which most logically fits the DOC responsibility is the law library. IRS Chapter 38 Section 1003-7-2 states that "a library of legal materials" shall be provided in all institutions, and court decisions which mandate law library services for prisoners hold the DOC responsible for their provision. (See more on this in Chapter 6.) Another factor is that the DOC already has a legal services staff. Furthermore there is a precedent for placing law libraries under the DOC budget. In 1974, law librarians in the correctional centers were established with a grant from the Illinois Law Enforcement Commission to the DOC. At that time, law libraries were not a big issue, as the 1977 Bounds v. Smith case (in which the court decided that prisoners have a fundamental right of access to the courts that requires a law library or legal assistance) had not yet been decided. When the ILEC grant ended, the ISL assumed the responsibility for the law libraries without knowing that they would become a major expense and concern. In 28 other states law library services are provided to prisoners by the DOC, while general library services are provided by another agency. And in Illinois, the Cook County Corrections Complex has general library services from the Chicago Public Library and law library services from the county department of corrections.

Another reason for suggesting that the DOC fund legal library services is that the wardens are undoubtedly correct in their assessment of the DOC's unwillingness to provide general library services. A number of them stressed to the research team that if library services were under the DOC, "we would only have what's mandated by law...". That, of course, is access to the courts via a law library. The necessary components of a law library, according to court decisions which have provided such details, are basic primary materials and access tools. Included are U.S. Supreme Court Reports, lower federal court reports, Illinois court reports, federal statutes, state statutes, federal and state digests, looseleaf services, Shepard's Citations (federal and state), and legal encyclopedias. If the DOC will provide only

what is mandated, extra materials (such as legal research handbooks, monographs, and legal periodical indexes) can be provided by the library systems. The great bulk of the expense of the law libraries is in the acquisition and maintenance of the materials listed first above.

Recommendation: The DOC should absorb the cost of the law libraries in all of its institutions. This was approximately $300,000 in FY 1981.

Recommendation: The DOC should hire a law librarian to serve as the Law Library Advisor. This person would design training for law clerks (civilian and resident) and prisoners, select materials for purchase, and supervise the maintenance and use of the law libraries (see more on this in Chapter 7).

Recommendation: The DOC should absorb the costs of photocopying of legal materials and documents provided free to indigent inmates (see photocopying policy discussion in Section 1 of this chapter).

E. Publications Review Committees

Most institutions have publications or literature review committees to check incoming materials sent to inmates by friends, relatives, publishers, and bookstores. The purpose is to ensure that such materials comply with institutional regulations forbidding reading materials which constitute a realistic danger to the security of the institution and/or which are considered pornographic. Sometimes books donated to the library are also checked and stamped (e.g. at Stateville), and sometimes this committee has formulated policies on obscenity and security which the library is expected to follow (e.g., Menard Psychiatric). In a few cases, the librarian has been asked to serve on the committee as an "expert" on literature.

The librarian is then in an extremely difficult situation as he/she is called upon to serve as an official censor. Most librarians do not want to participate on the committee; only one expressed a desire to do so, feeling that the committee might be positively influenced by a librarian who could express the freedom-to-read principles. Also, the librarian would then be better informed as to policies which the library must subscribe to. This is a thoughtful view, but the arguments against it are persuasive. *Recommendation: The Publications Review Committee should be completely severed from library activities.* Its purpose is to assist the security operations of the institution and it should be staffed by that department. Library materials, donated or purchased, should not be within the purview of the committee, as the libraries already comply with the DOC Administrative Regulation 828 Section 4 on forbidden materials. The final decision on whether or not to serve as a committee member should be left up to each individual librarian as it would be to any other employee in the institution.

F. Long Range Planning

The DOC must provide a long range agenda so that planning may be coordinated with the ISL and the cooperating library systems. Director Lane estimates that by 1985 the adult prison population will reach 10,800;[6] this is an increase of 2000 people. Yet the situation has not been discussed with the ISL or the systems. Between 1977 and 1981 four new prisons have been added to the DOC. In each case the library systems involved were not informed early enough in the budget and planning process to take these facilities and

patrons into account. Logan CC and the condemned unit at Pontiac are examples of unpleasant and unnecessary budgetary surprises for the library systems in question.

Two more prisons are to open in 1984 and 1985. As another remedy to the population problem in the prisons, Director Lane has announced the possibility of developing more medium and minimum security institutions so that 25% of the adult inmates can be housed in maximum security institutions, 50% in medium security facilities, and 25% in minimum security prisons.[6] This is a major change from the current situation in which 60% of the adult inmate population are housed in maximum security facilities. Such a trend would undoubtedly affect library services, yet it has not been discussed with the librarians. Interagency communication and long range planning must be improved in order to provide good library services. *Recommendation: The DOC should provide an annual projection report to the ISL and the library systems.* Such reports should include projected population figures, plans for new construction and remodeling, relevant funding issues, and proposed changes in approach at the management level of DOC.

G. Community Correctional Centers

The DOC Community Services Division, organized in 1979, includes nine community correctional centers (known from 1968-1977 as work release centers). Although there was some discussion of opening small libraries in each facility, the DOC decided not to pursue the plan because the primary purpose of the centers is to reintegrate offenders into the community. "The mission... includes facilitating the use of resources already in the community..."[7] It was decided, therefore, that the residents should use the local public libraries.

While interviewing at four of the community correctional centers--in order to corroborate what we had learned at the prisons--an unexpected problem was brought to our attention. The residents are given a very limited amount of discretionary time during which they could use a library. The IRT (independent release time) is given once a week for six hours. This period must cover church attendance, recreation, visits with friends and relatives, library use, etc. Interviewees told us of the difficulty in making the decision to do anything other than seeing friends and relatives. Special extra passes are given only for medical appointments or job interviews. An especially difficult period is the first month in the center when a resident receives no IRT.

When asked about the problem of access to libraries from the community correctional centers, the Deputy Director of the Community Services Division told me that "Each center has developed a listing of community resources available to residents which includes libraries, and residents are instructed in the use of same. In fact, some facilities have utilized a library card for residents which encouraged this involvement..." Some residents at the Chicago centers contend that they have not been informed about libraries.

Some male center residents reported that ex-offenders are sent back to the prisons if they don't "make good," and that, with the job situation so tight, a lot of time is spent in the center without constructive activity. They suggested a small library in the center itself. The women interviewed voiced the same idea. Perhaps a rotating deposit collection from the local

public library would help relieve the problem, especially for the new residents who do not qualify for IRT. But such a collection should be only an adjunct to the library visits.

If the libraries in the correctional institutions attempt to provide library services equivalent to those of the public library, and to orient prisoners to what such libraries can offer them, it is ironic and abortive not to allow ex-offenders the opportunity to use their new skills. *Recommendation: The DOC should arrange weekly, optional library trips for community correctional center residents to encourage their continued use of library resources during their transition from incarceration to freedom.*

Section 3. The Role of the Department of Mental Health and Developmental Disabilities

The ISL feels strongly that its program of system-provided library services to state institutions should apply to all institutions, not just correctional ones. Unfortunately, this philosophy has not been shared by DMHDD. When the DOC first expressed its interest in such a plan of service in 1971, the DMHDD rejected the idea. The ISL expended much time and effort during the years from 1971 to 1976 trying to convince the DMHDD but was never successful. Although the ISL discontinued those efforts, it has retained an "open door policy." Between 1977 and 1980 services through library systems were started in three mental health centers. The ISL budget was appropriately increased to provide these services.

In January of 1978, the Chief of the Administrative Services Office of DMHDD met with the ISL Consultant for Institutionalized Services to reopen discussions about a service agreement. In a follow-up memo to his institutional superintendents and librarians, the DMHDD official stressed that "The decision to negotiate services for resident libraries from the library systems or not is totally yours." He was still not interested in pursuing a statewide agreement. In 1980, three more mental health and developmentally disabled centers, and Illinois State Psychiatric Institute residents' library were added to the program without additional funding in the ISL budget. The institutional services budget was simply divided among more institutions. This approach has been extremely controversial among the system directors.

The DMHDD contacted the ISL again in 1981 to consider a joint statement modelled on the ISL/DOC agreement; a draft is currently in progress. It would be beneficial to both agencies if a cooperative arrangement can be enacted. For one thing, system boards of directors are more receptive to serving mental health and developmental disability centers than prisons; by including those centers, the entire institutional program may be better accepted and supported. But the agreement should be given formal legislative approval and should be funded before the services are initiated.

It is clear that the DMHDD has changed its stance due to its economic difficulties. The DMHDD is responding to current budget cuts by closing the professional libraries in each institution. But the ISL has financial problems, too, and should no longer add institutions without an increased appropriation. The ISL has made a "gentlemen's agreement" to serve additional mental health and development centers when funds do become available and to

continue services now offered by some systems. Other system directors and institutional coordinators do not support an extension of services to additional DMHDD institutions without an extra appropriation. At the June 3, 1982 meeting of directors of library systems serving state institutions, a six to five vote was taken in favor of discontinuing service to the most recent mental health and development centers (those added to the program without an increased appropriation) until extra monies are received. Those centers would be put on a waiting list with two veterans homes (one in existence now and one slated to open in 1985) and four mental health centers. The ISL did not accept the directive from that meeting.

Although I feel strongly that all types of institutions need quality library services, and should be served under a cohesive statewide plan, I agree that the services to mental health and development centers cannot be continued under the current funding situation. The unwillingness of the DMHDD administration to participate in a joint agreement--and thereby take some responsibility to help provide funding and direction for this service--must be considered. The ISL is to be commended for striving to provide services to DMHDD facilities through a joint statement, for adding interested institutions as they requested services, and for maintaining its desire to provide library service to all state institutions. But money is very tight and services are deteriorating; new policies must be established. When new legislation is passed, when an interagency agreement is signed, and when funds are appropriated specifically for non-correctional institutions, then such services can be happily provided.

Section 4. The Role of the Department of Corrections School District

In 1972, School District 428, the Department of Corrections School District, was established. The teachers are DOC employees but operate through the school district which has its own budget; before then the teachers and education plans and budgets were at the discretion of the wardens of the individual institutions. The Superintendent of the school district contends that all library programs should be subsumed under the school district and the librarians should report to him. He reports to the DOC Deputy Director, so he is really suggesting an additional level of supervision for the libraries. He does not perceive contracts with the library systems to be a problem, as the school district already contracts with local community colleges for some educational programs; however, he does not view the ISL role as a necessary one.

He and the DOC Deputy Director have suggested that the head of the school district media center might assume the role of library liaison. The School District Superintendent stresses how logical such a step would be, and the DOC Deputy Director has stated that "This is a practical administrative matter and not a philosphical one; I don't care who fills the role." The need for a library coordinator at the DOC has been addressed earlier (see Section 2 of this chapter). It is also important to discuss who should take that position.

The media centers are already a highly controversial point in library discussions. Since 1975 the DOC has gotten ESEA funds to establish media centers in youth centers; these have been developed totally apart from the library services provided by library systems and the ISL. The development

of the media centers is in direct opposition to what the Joint Statement says. "Where there is a media center in a correctional center separate from the library, a plan shall be developed to coordinate the center with the library with the aim of merging the media center into the library program." And, "Selection of library materials and equipment to be purchased from grant funds or other funds available to or from the Department of Corrections shall be made by the system librarian in consultation with grant project directors or other appropriate department persons." Also, "All correctional center library resources...shall be integrated into the library program administered by the library system...Library resources are hereby defined as materials and equipment for using such materials...such as books, recordings, films, slides, photographs and transparencies, art reproductions and originals, video tape..." Certainly the head of the School District Media Centers has shown no good faith toward the libraries by ignoring the conditions of the Joint Statement. Therefore, he does not seem an appropriate library liaison for the DOC.

Recommendation: School District 428 should be kept a distinct agency, not officially involved with the general library services provided through the library systems under the Joint Agreement. Library supervision should be provided by a professional librarian hired by the DOC, and not by school district staff. It is important, however, that communications and cooperation between the libraries and the media centers be established. The School District Superintendent, the media center head, the ISL Consultant, and the DOC Chief Librarian should meet regularly and encourage meetings between librarians and media center people in the institutions themselves.

Section 5. The Joint Statement

The Illinois State Library and Illinois Department of Corrections' Joint Statement on Library Service, signed by both agencies on December 20, 1976, is inadequate to govern the services currently provided. It should be revised, and it should be strengthened by relevant legislation. Chapter 128 Section 107 of the Illinois Revised Statutes details the powers and duties of the State Library; it should be augmented to incorporate services to state institutions. The revisions should include references to correctional and non-correctional state facilities. As the Statutes refer to the Illinois Library System Act, that Act should also be amended to specify services to state institutions. The new proposed library system regulations do stress the joint nature of service to state institutions in rule 81-113.8; it is hoped that these regulations will be approved.

The statutes, the System Act, and the system regulations can, by their nature, only outline the responsibilities and services of the program. The Joint Statement should detail them and should serve as a strong declaration of the libraries' role in correctional centers. To this end, there is shown below the recommended changes in the Joint Statement. Deletions in the present wording are in brackets, and new matter is underlined. Asterisks in the left-hand margin direct the reader to the suggested revisions. These changes in the Joint Statement reflect the recommendations in this report; they will correct the confusion evident in the current provision of service, and may result in clearer lines of responsibility and command. The Library Bill of Rights should be appended to the Statement. *Recommendaton: The Joint Statement should be signed anew with each change of DOC or ISL directorship and should be discussed annually by the DOC Chief Librarian and ISL Consultant with an eye toward possible revision.*

Illinois State Library & Illinois Department of Corrections
Joint Statement on Library Service

Goal

To provide library services in correctional centers which will strengthen support, and broaden the total program of each center toward the habilitation of its residents and their eventual integration into society.

I. Assumptions:

The library service program in Illinois correctional centers is based upon the following:

A. [It is desirable to make library services available to all residents and staff of each correctional center.] * It is essential that library services are available to all residents and staff of each correctional center.

B. Correctional center residents will identify more positively with a free-world noninstitutional library program, and such a library program can:
1. retain a broader perspective of service;
2. provide residents with an orientation and easy adjustment to the use of community libraries; and
3. maintain a balance between the library needs of correctional center programs and the individual information needs and interests of the residents and staff.

C. Library services provided to correctional centers by community libraries can better approximate the type and level of service available to free-world residents.

D. Community libraries have a responsibility for providing library services to all residents of their communities, whether these residents are free or confined to institutions.

E. Most communities where state correctional centers are located are too small to independently support adequate library services for state institutions.

F. State funding through the State Library to local library systems is the appropriate means of making library services available in correctional centers.

G. The primary function of corrections is to restore offenders to useful citizenship. To do this, the Department of Corrections attempts to provide a safe and humane environment with an opportunity for residents to be involved in meaningful programs. * The library provides such programs and helps to prepare the residents for re-entry into the community.

H. The librarian should be an active participant in the corrections process.

II. Statement of Service:

The Department of Corrections agreed in 1971 to cooperate with the State Library and public library systems in implementing a system based library program in correctional centers. During the ensuing months the following areas of responsibilities have evolved.

A. The major responsibilities of the Department of Corrections in the provision of library services are to:

* 1. provide an effective means of access for all residents including those in special population units. Effective access shall be defined as regularly scheduled hours in the library in addition to circulation and other in-cell services;

* 2. provide adequate security for the library and its materials, and for library staffs;

3. interpret correctional center program needs and goals in an
* annual projection provided to the ISL and the appropriate library systems;

4. provide adequate space, utilities, and basic furnishing
* according to ACA/ALA standards and guidelines;

5. provide janitorial and maintenance services and supplies;

6. provide an orientation for [librarians] civilian library staff
* members, followed up by continuing in-service training on how to work effectively in a correctional setting;

* 7. provide funding for the development and maintenance of legal collections in all adult facilities;

* 8. provide coordination, planning, and monitoring by a Chief Librarian for general library services and by a Law Library Advisor, and

* 9. provide materials and supplies necessary for the law library services, including but not limited to typewriters, paper, envelopes, photocopies for indigent residents, and notary services.

B. The State Library is responsible for providing:

1. funding from General Fund appropriations under the Library Systems Act [and grants from other sources where appropriate.]
* These shall be adequate to fund the library systems to provide services as set forth in the ACA/ALA Standards.

* 2. statewide coordination, and planning [monitoring, and consultant services] as provided by a Consultant on Institutional Library Services. This shall include the development of policies to be approved by the DOC, and the review of annual budget requests and reports from the library systems.

* 3. statewide monitoring and consultant services. These shall include the establishment of an advisory committee and annual visits and reports by the Consultant.

* 4. appropriate ISL-coordinated services such as interlibrary loan and interlibrary delivery service, and

* 5. continuing education for civilian library staff members, including regular meetings, workshops, and communications.

C. The major responsibilities of the library systems are to:

1. provide a total range of library services (public, school, academic, and special) needed to support, strengthen, and

broaden correctional center programs and other identified informational needs of residents and staff, such as, recreational and independent learning; [and]

2. work toward meeting ACA/ALA Standards for Library Services in Residential Correctional Facilities--Adult and Juvenile, and

* 3. provide an institutional services coordinator, within the system or on a contractual basis.

III. Explanation:

A. Each correctional center shall have a library that is professionally managed, staffed, and stocked by the public library system in which the correctional center is located.

1. The system will use its full resources (materials and personnel) to support this program.

2. The system will utilize the full capabilities of ILLINET (Illinois Library and Information Network) to backup and support the information needs of correctional center residents and staff.

* 3. System responsibilities may be carried out directly by the system or through contract with a system member library or with another library system.

B. The chief administrative officer of the correctional center and the director of the library system are responsible for defining the parameters of library programs within each institution following administrative procedures as established by the State Library and agreed to by the Department of Corrections. The State Library Consultant on Institutional Library Services and the Department of
* Corrections Chief Librarian shall have regular meetings with the system coordinators, system directors, and chief administrative officers of the institutions, in order to discuss such programs and procedures.

C. Resident access to the services of the library are the responsibility of the administration of the correctional center.

D. [Policies and procedures for use of library resources are the
* responsibility of the library system; however, such policies and procedures as they effect institution operations or programs must be approved by the chief administrative officer prior to implementation.] Policies for many aspects of the library services are the
* responsibility of the State Library which will design such policies in consultation with the Department of Corrections and the library systems. Other policies and procedures for use of library resources are the responsibility of each library system; such policies and procedures as they affect institution operations or programs must be approved by the chief administrative officer prior to their implementation.

E. Such access, policies, and procedures shall be implemented for the maximum and most convenient possible utilization of library services by the residents of the institution.

F. All employees of the library system shall observe IDOC administrative regulations regarding employee conduct while on IDOC property.

G. The librarian will work within the correctional center as a department head of Program Services. The assistant warden or superintendent for Program Services will monitor the library program to assure that correctional center program needs are being addressed and met within the resource constraints of the program. The assistant warden or superintendent of Program Services shall also be the on-site supervisor of the librarian as further defined in the library's plan of service, while at the same time recognizing that the [director] * Institutional Coordinator of the library system is the direct line * supervisor of the librarian. Both supervisors will have an opportunity for an annual performance evaluation of the librarian; such evaluations will be sent to the director of the library system.

H. Content and development of the library collections are the responsibility of the library system. The librarian recognizes that many library materials are controversial and that any given item may offend some persons. Selection will not be made on the basis of any anticipated approval or disapproval, but solely on the merits of the work in relation to the building of the collection and to service the interests of readers. Basic to collection development is the Library Bill of Rights as adopted and amended by the American Library Association.

I. The chief administrative officer may request the removal of any item by providing to the library, in writing, justification showing that item in question is either a direct and immediate threat to the security of the correctional center or obscene based on current definitions of obscenity by the United States Supreme Court. Upon receipt of such request, the item will be removed by the library for reevaluation. If a conflict exists between the library and chief administrative officer, after the library's reevaluation, procedures in Section N will be followed.

J. The correctional center shall make available adequate security personnel for the library system to implement its library program. If such personnel is temporarily unavailable, the library system shall not be responsible for any resulting curtailment of library services.

K. All correctional center library resources, regardless of actual ownership, shall be integrated into the library program administered by the library system. (This does not include personally owned items.) Library resources are hereby defined as materials, and equipment for using such materials, traditionally found in libraries, such as books, other than textbooks; recordings; films; slides; photographs and transparencies; art reproductions and originals; video tape; projectors; viewers; tape recorders and players; phonographs; etc. [Full implementation of this policy will be complete within five years and will require certification from the State Library that service delivery capability and staff resources are available to provide this service.]

1. Where there is a media center in a correctional center separate from the library, a plan shall be developed to coordinate the center with the library with the aim of merging the media center into the library program.

2. The IDOC will continue to seek grant funds available to the IDOC which can be used for purchase of library materials and equipment.
3. Selection of library materials and equipment to be purchased from grant funds or other funds available to or from the Department of Corrections shall be made by the system librarian in consultation with grant project directors or other appropriate department persons.
4. All books and other library material and equipment donated to the correctional center shall be turned over to the library system and shall be handled by the library system according to its policies on acceptance of gifts.

L. The library is to be used exclusively for library purposes and shall not be used as a holding area or for any other purpose without prior approval of the librarian; exceptions can be made by the chief administrative officer during emergency situations.

M. The assistant warden or superintendent of Program Services of the correctional center and the director of the library system shall meet on a periodic basis to discuss library program progress and
* problems with the institutional coordinator and the librarian(s). A reasonable effort shall be made to solve administrative problems at this level.

N. When the chief administrative officer and the director of the library system do not reach agreement in matters of institutional or library policy and the implementation of library services, the matter shall be referred to the [chief of Program Services and the administrator of Adult Institutions or the administrator of Juvenile Division of the Department of Corrections and the senior consultant for Library Services for Institutions of the State Library] Chief
* Librarian of the DOC and the ISL Consultant for a mutually agreeable solution. If they do not reach agreement, the matter will be appealed to their respective directors.

* O. All residents [except those in special confinement] shall have direct access to library services with reasonable time (as defined by the Department of Corrections agreement with the State Library) in the library for use of library materials and services, including legal materials.
1. Library materials may be photocopied for residents and staff when additional time is needed for further study of non-circulating items within the restrictions of copyright and library budget and policy.
2. Alternative procedures shall be developed by the librarian and chief administrative officer of the correctional center to provide library materials and services, including library legal materials and services, to residents in special confinement.
3. Residents may be temporarily restricted under division disciplinary regulations from the use of library materials and services, other than library legal materials and services, for abuse of library policy and procedure.
4. No resident shall be denied library service as a disciplinary action by the correctional center, except as outlined in 3 above.

P. The library system shall cooperate with the Department of Corrections' established grievance review structure for hearings and decisions on such complaints regarding library services or policies. If conflict between the library system and the institution arises following the grievance decision, procedures in Section N will be followed.

Q. The Department of Corrections' grievance review structure will handle all resident grievances in areas of library service for which the department is responsible, such as access to, and time allowed in the library.

* R. The Department of Corrections shall make available to all [librarians] library staff members instruction in the use of legal materials. [The librarians] They shall instruct residents in the use of legal materials.

S. Adequacy of space, furnishings, lighting, location, etc., shall be based on current ACA/ALA standards for residential correctional center library services.

1. The correctional center is responsible for providing basic furnishings, utilities, and maintenance.
2. Basic furnishings are defined as furnishings and equipment
* [currently] assigned to the library program, but owned by the correctional center. These furnishings remain with the library program until such time as the library system notifies the correctional center that such furnishings are no longer needed by them and are available for other use.
* 3. [Furnishings] Audiovisual and office equipment necessary to expand the library program shall be provided by the library system.

T. Correctional officers performing shakedowns shall be made aware by the correctional center administration that resident library materials are public property and as such shall be returned to the library and not destroyed.

U. If residents are to be employed by the library, the library shall specify its rate of pay (which cannot exceed the maximum set by the division's pay plan) and job qualifications to the assignment committee of the correctional center. The assignment committee will solicit applications, screen applicants, and submit a list of qualified and approved applicants to the library system from which the library system may hire. The correctional center shall not assign residents to work in the library, except with the approval of the library system.

V. All policies, administrative regulations, and procedures of either the Department of Corrections or the State Library which directly [effect] affect library services with correctional centers shall be jointly approved by both directors before becoming official.

Section 6. Contracting for Services

A. Illinois State Library - Library Systems

Because there has been considerable concern about the unevenness of services throughout Illinois, about the lack of uniform policies, and about the funding formulas used, alternatives to grants must be considered. One possibility is the use of contracts between ISL and the appropriate systems. A contract details the conditions necessary for the contracted service to be provided, and the obligations of the contractor (ISL) in exchange for the substantial services of the contractee (the system). In other words, minimum conditions would be described (including the level of funding, reporting procedures, etc.) and the responsibilities of both sides would be listed. An example of such a contract is the LSCA agreement between ISL and BOLS for the Multitype Library System Development Project in 1982-1983.

Naturally, there are advantages and disadvantages to the contract arrangement, as there are to the use of grants. These will be discussed below. First it is necessary to note that the relationship between the ISL and systems is already a quasi-contractual one, and that the relationship between them would be only slightly altered. The library service provided to state prisons through regional library systems would not be changed. While I am not advocating the use of a contract, I am suggesting that it be considered as one possible solution to some of the program's current problems. Improved communications, streamlined procedures, and statewide consistency could be the result.

A number of system directors have stated that they would prefer not to be involved in institutional library services. Contracts, renewed at regular intervals, would allow both ISL and the systems the opportunity to accept or decline the responsibility for the provision of specific services to institutions. Each contract should contain provisions which allow it to be amended or terminated by either party within a set amount of time prior to the end of the contract period, so that changes can be made even after a contract is signed. A disinterested library system could choose to decline a contract, and the ISL could choose to contract with whichever systems have performed well before. The ISL could also choose to contract with a single local library.

If the agreement were written carefully, it could specify policies on such controversial subjects as the ratio of expenditures for staff to those for materials, levels of staffing, overhead costs, ILL and film services, reporting and auditing, and other areas in which there is no uniformity at this time. Again, a library system in disagreement with such policies could reject the contract.

In order to decrease expenses, the ISL could choose to contract with fewer systems and/or could specify inter-system cooperative projects. In addition, there would be greater accountability for expenditures through standardized reporting which could be a condition for the contract. Funds would be allocated on a contract-by-contract basis, resulting in a fair and reasoned division of funds. Although this would require additional staff time at the ISL, it would lead to better monitoring of the program. At the moment, the system grants are not monitored or evaluated carefully enough.

If the funds were under contractual services rather than system grants, it is possible that the position of the ISL Consultant on Institutionalized Services would be upgraded from that of program specialist to program manager, allowing him to devote more time to monitoring and planning for institutional services; it is also likely that he would require an administrative assistant for the program. These increases in personnel at ISL could also be a condition for the contracts.

A major disadvantage of contracting between the ISL and the systems is that the budget for institutional services might have to be transferred from the library system act grants to the contractual services section of the operations budget. The contractual services budget is considered more vulnerable to reduction by the legislature. On the other hand, closer scrutiny may lead to increased awareness and understanding of the program in the legislature. Indeed the Washington State Library feels that such was the result there. It is interesting to note, too, that the contract between the Chicago Public Library and the ISL to provide services for the blind and physically handicapped has remained under library systems grants; if it were advantageous, the institutional services program could be left there also.

The ISL Consultant has voiced the opinion that contracts would imply a change in philosophy, that the program would become the ISL's rather than the systems'. Some system directors have vociferously agreed with that opinion, and have said that under a contract arrangement the systems would be but agents for the ISL. I feel that this is mainly a matter of semantics. The systems would be providing the service based on their own decision to do so, under the conditions they had specified in the contract. The ISL would have more policy-making authority than it does now, but the systems--through their role in the contract writing and through the advisory committee (discussed in Section 1 of this chapter)--would retain their close involvement in policy development. The systems would, of course, retain administrative control.[8] It is my opinion that the institutional services program is already a joint effort between the ISL and the systems. But now the agreements are unwritten, and often unspoken as well. It is most advisable to have everything in writing.

If the ISL and the systems--through the advisory committee--can tighten up policies, reporting procedures, and the other loose ends within the grant-making process, contracts will not be needed. Perhaps the systems rules and regulations will be revised to give the ISL policy-making authority. If not, contracting would allow the ISL to so act. To reiterate, I do not necessarily recommend the use of contracts but I do suggest consideration of the contracting approach if other solutions are not found.

B. Illinois State Library - Illinois Department of Corrections

It has been suggested that the relationship between the ISL and the DOC--and thereby the current library program--could be improved if the DOC were to enter into a formal contract with ISL for library services. Under recent court decisions, law library services especially but also general library services have been mandated;[9] the courts have ruled that it is the state's duty to provide these services. In Illinois, the DOC has been appointed as ultimately responsible for carrying out the court's orders on

any subject (including libraries) relating to corrections.[10] Therefore it seems logical that the DOC should receive the appropriation for library services within its institutions and contract with the ISL (or the systems) as it contracts for other program services. It seems appropriate that the DOC should lobby for such funds and should decide how best to utilize the funds for library services.

The advantages to the ISL are (1) it would no longer have to lobby for this funding and could concentrate its efforts on improved funding for other aspects of its service program, and (2) its budget would be considerably smaller and therefore less of a target for the Secretary of State, who is not supportive of services which are not mandated to ISL.

Despite the logic of this approach and the advantages to ISL, I cannot recommend it. There is nothing to compel the DOC to expend money for non-legal library services even if it had been appropriated for that purpose. I have been told by departmental fiscal officers that numerous state agencies have transferred line items in their budgets to other lines, some without the legislature's knowledge. DOC could terminate its contract with ISL whenever it deemed it necessary to save money. The majority of correctional administrators frankly stated that they would use the library money for other purposes if they were given the opportunity. It seems clear that the integrity of the appropriation for library services would be destroyed. Therefore, I cannot suggest that the funding for public library services be allocated to the DOC. *Recommendation: Funding for non-legal library services should continue to be appropriated to the ISL.* I have already recommended that the DOC receive a separate appropriation for the law libraries and for a law library supervisor as well as a Chief Librarian (see section 2 of this chapter). The DOC would not be allowed by the courts to discontinue legal services, so this money would be safe in the DOC budget.

Section 7. Budget Appropriations and Allocations

Before discussing the budget, a word about the cost of institutional library service is necessary. Library system directors and boards, especially, commented on the expense of correctional facility libraries as compared to community public libraries. They tend to compare the almost $100 per capita spent on prison libraries with the $1.06 per capita which systems receive or the $4.25 per capita in equalization grants given to public libraries.

But the correctional library program is expensive due to the security nature of prisons. In FY 1980, the DOC spent $22,820 per year for each juvenile resident and $9,984 per year for each adult prisoner. These costs were expected to reach $21,718 and $12,560 respectively in FY 1982. This can be compared to the $4,284 figure considered by the U.S. government to be adequate to feed, house, and clothe a person on the outside, at the poverty level (as of August 1982).

Another perspective on the library cost is per taxpayer. Each taxpayer in Illinois paid $22.66 for prisons in FY 1980; only 12¢ per person was spent on library service in these institutions. Still another point worth noting is that the cost per circulation may not be substantially higher in prison than out. For example, the Lewis and Clark Library System reports that

Graham Correctional Center, with a population of 744, has a circulation comparable to a town of 30,000. At the Menard Psychiatric Center, with a population of 386, the average daily circulation is 111 items; it is as if one-third of a town borrowed a book or cassette every day.

A. Funding History

Although funding for 1975 to 1979 was considered adequate, the institutional library program had financial setbacks as early as 1976 when the proposed budget was cut 6%. These reduced budgets reflect only current dollar decreases, not inflation or other relevant factors such as the bare bones maintenance character of previous budgets, book losses, growth in population served, etc. In 1977, the appropriation increased by nearly $100,000, but again in 1978 it did poorly. The budget was increased to allow for services to three additional facilities, but due to inflation the net change in purchasing power amounted to a loss of over $10,000.

In 1979 the appropriation was increased 70% ($549,953) and the librarians rejoiced. But in 1980, the appropriation was left at the same amount, which was 64% of the budget request or 36% short. In 1981, 1982, and 1983, the appropriation has remained fixed at the 1979 level of $1,325,359. In FY 1981 the program was 63% underfunded and in FY 1982 it was 51% underfunded according to the conservative estimates of the ISL Institutionalized Services Consultant. In 1970 dollars, the current $1,325,359 appropriation is close to the original 1975 one of $548,276. The amount per resident (in current dollars) has dropped from $118 in 1979 to $91 in 1983; this is equivalent to a decrease (in 1970 dollars) from $52.74 in the original 1975 budget to $32.36 in 1983 (see Table 2-1 and Figures 2-1 to 2-3).

The cost of everything has increased in recent years. The average cost of new US hardcover books was $26.63 in 1981 as compared to $19.22 in 1977--a 39% increase in five years.[11] Costs are not the only factor on the rise. Seven state institutions have been added to the program since 1979, and the DOC inmate population has grown from 10,000 to 14,000 or 40% increase.

Table 2-1.

Expenditures for Illinois Correctional Center Libraries: 1975-83

(a)	(b)	(c)	(d)	(e)	(f)
Fiscal Year	In Current $	As % of DOC Operating Expenditures	In 1970 $	Per Capita of All Residents In Current $	In 1970 $
1975	$ 548,276	0.66	$395,582	$ 73.09	$52.74
1976	637,250	0.78	373,754	65.02	38.13
1977	736,244	0.76	471,649	66.49	42.59
1978	775,306	0.67	461,498	66.25	39.43
1979	1,325,259	0.93	709,074	118.72	63.52
1980	1,325,259	0.74	624,533	104.43	49.21
1981	1,325,259	0.58	486,691	100.19	36.79
1982	1,325,259	0.57	467,794	91.68	32.36
1983	1,325,259	0.52			

Note: The figures in column (c) are based on actual total expenditures, while those in column (d) of Table 2-2 are the amounts which were budgeted in advance.

Fig. 2-1. Total State Appropriation for Correctional Center Libraries, in Current Dollars and in 1970 Dollars, 1975-83.

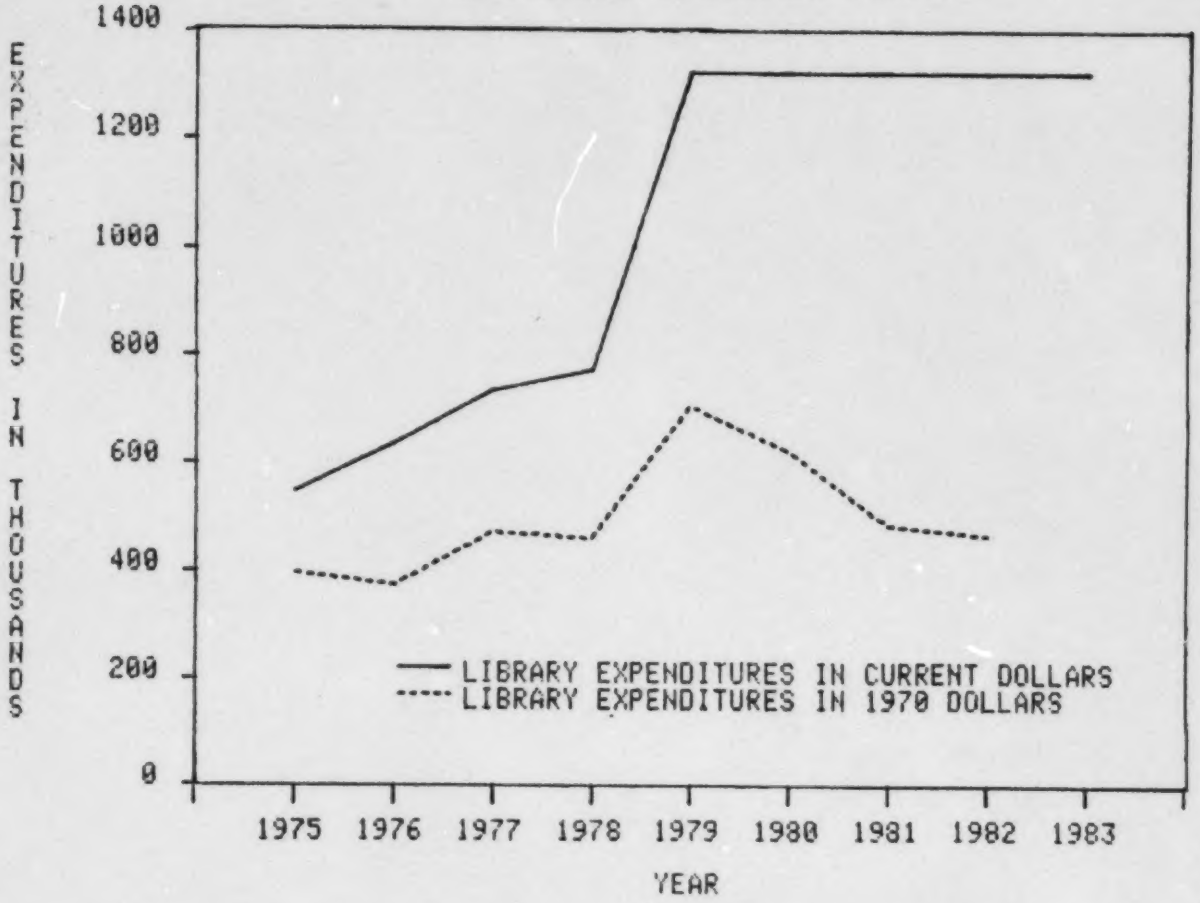


Fig. 2-2. Total Expenditures for Correctional Center Libraries as Percent of Total Operating Expenditures of DOC, 1975-83.

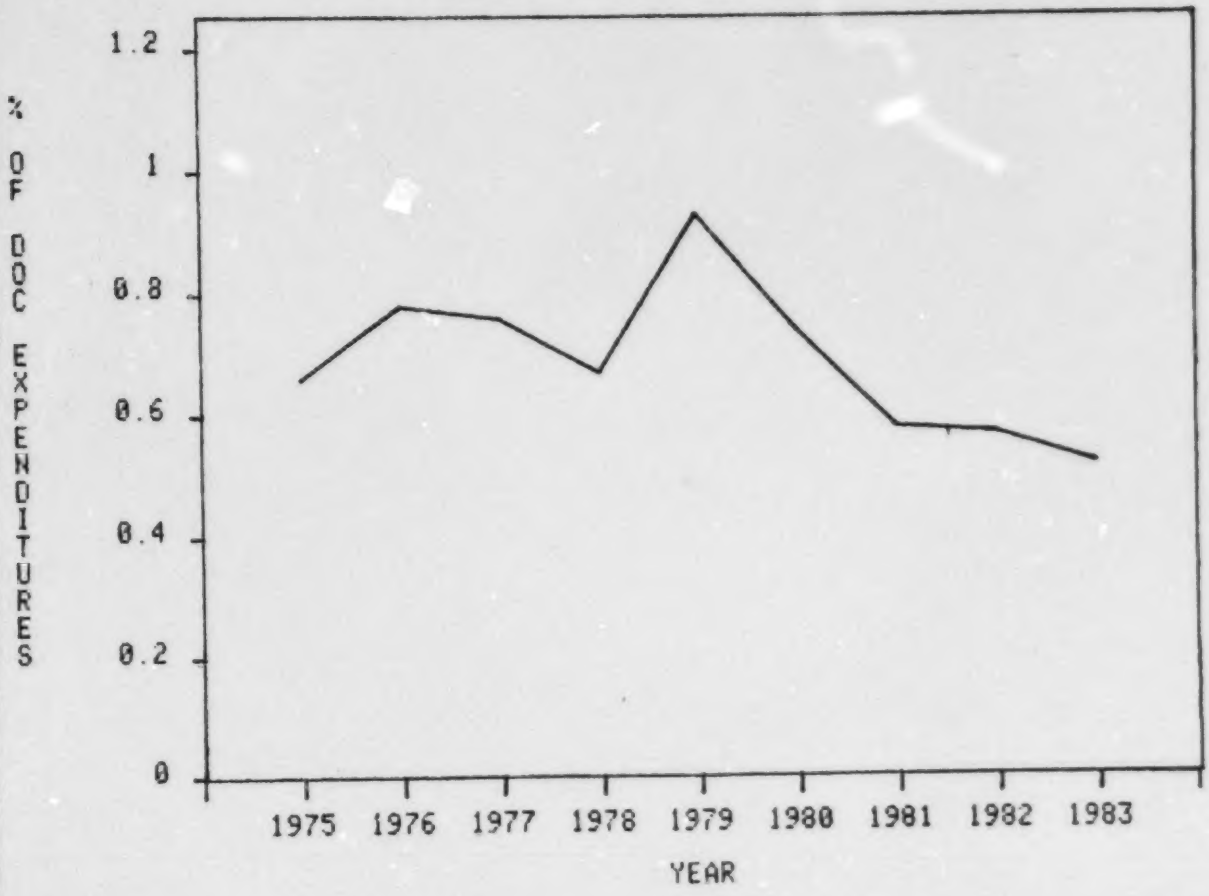
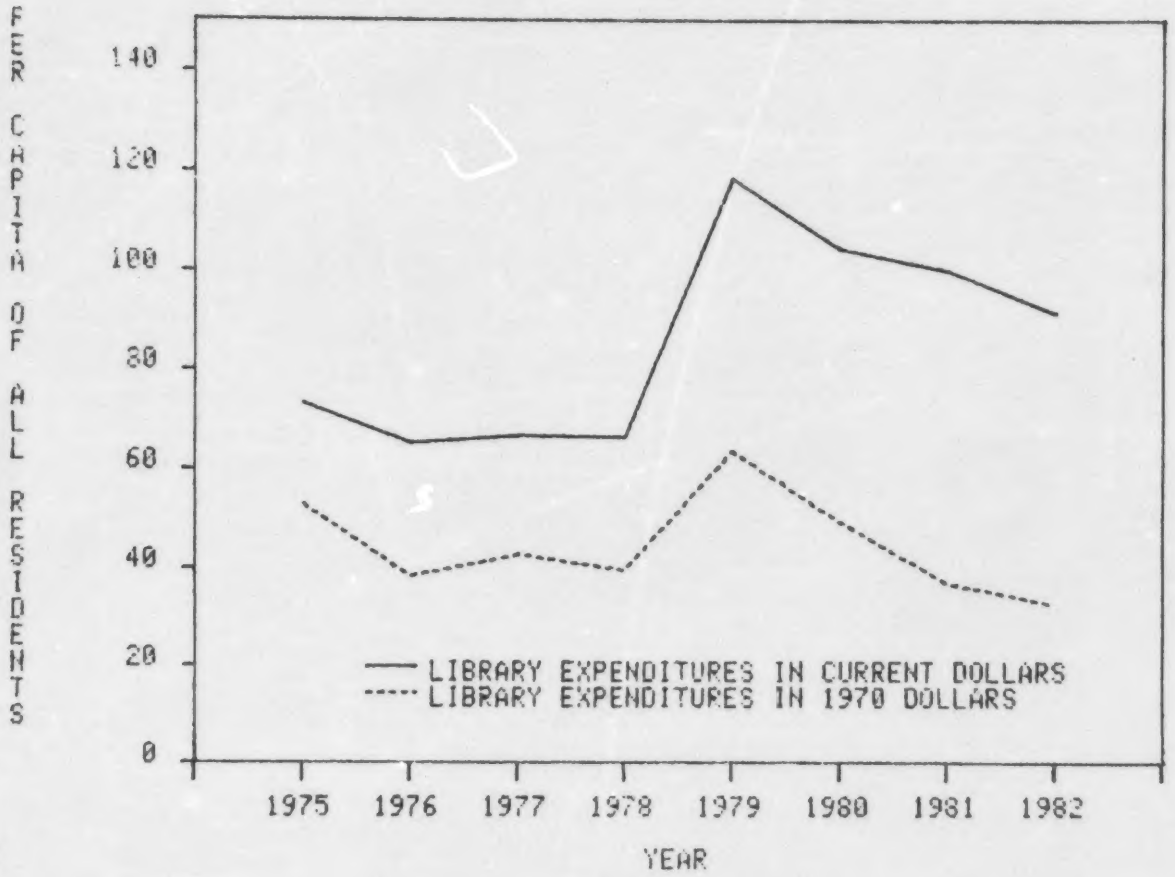


Fig. 2-3. Total Expenditures for Correctional Center Libraries Per Resident, in Current Dollars and in 1970 Dollars, 1975-82.



During the past five years, the DOC total budget has increased by 123%; it has increased by 130% for operations alone. The percentage of the operations budget which is represented by the total expenditures for the library program has dropped from 0.93% to 0.52%. These percentages are especially distressing when compared to the 1.2% ($164 per inmate) spent in FY 1982 on recreational services in the correctional institutions. Note that the ACA/ALA Library Standards for Adult Correctional Institutions state that "a minimum of 2% of the institution's budget or equivalent if provided by another agency shall be allocated for library services." 2.5% is the standard for juvenile centers. Almost all amounts allocated by ISL were much smaller percentages of the institutional budgets for the 21 correctional centers in 1980/81 (see Table 2-2). The total spent for library services that year was 0.66% of what was spent by DOC (0.66% for adult centers and 0.87% for the youth centers), and about a quarter of this went for the law libraries.

According to the 2% standard, the library program should have been budgeted at $5,170,000 in FY 1982. The ACA/ALA Standards give a second formula for determining budgets. The materials budget "shall be no less than the cost of two books, two magazine subscriptions, and two tapes or recordings per person at the current average list price." This would be approximately $100 per person or approximately $1,400,000 for materials alone in the Illinois correctional institutions. From the responses of the correctional center libraries on how they spent their funds in 1980/81 (see Appendix C), we calculate that the total spent for books, periodicals and audiovisual materials that year was $333,401 or $25.96 per resident ($312,669 or $26.21 per resident in the adult institutions, and $20,732 or $22.72 per juvenile resident).

According to the same standards, staffing costs for the 21 correctional centers served would be approximately $1,302,000 (based on current average salaries in Illinois institutional libraries). In addition, I have recommended eight institutional coordinators around the state and one state library consultant. These nine positions would cost approximately $169,000.

In other words, using the ACA/ALA standards, expenditures for materials and staff should total $2,871,000. This amount, of course, does not include any other costs such as administrative overhead, fringe benefits, operating expenses, furniture and equipment, or supplies. It also does not include the expensive law libraries which cost approximately $300,000 in FY 1981 (see Table 2-2). It certainly does not cover services for any non-correctional institution, nor for any DOC personnel. A Chief Librarian and a Law Library Supervisor have been recommended and would have to be budgeted separately. Also, the ISL Consultant is paid from the ISL operating budget and not from the institutional services account.[12] It is clear that the FY 1982 budget request from the ISL to the legislature for $1,910,612 was low both in relation to earlier requests (an average annual increase of 16%) and as compared to national standards (twice that much would have been necessary to reach standards).

The ISL Consultant has been told that the FY 1984 budget may be increased by 34% to $1,782,202. The Consultant is pleased with the prospect of such an increase but the additional $450,000 certainly does not recoup the losses of the past years nor bring the budget up to standards. It is also 30% below the $2,606,610 which the ISL had requested. Although the proposed 1984 budget would ease the situation, the problem remains of how to use limited funds most wisely.

Table 2-2. Comparison Between DOC Expenditures, the ACA/ALA Standard for Prison Library Service, and Actual Expenditures for Library Service: FY 1981

(a) Correctional Center Name	(b) Average 1981 Population	(c) 1981 DOC Operating Budget Per Resident	(d) 1981 DOC Operating Budget Total Budget	(e) ACA/ALA Standard (see Note A)	(f) Expenditures for Libraries FY 1981 Actual Law Libraries	(g) Expenditures for Libraries FY 1981 Actual For all Libraries	(h) (g) as % of (d)	(i) Expenditures for Libraries Requested for FY 1982
			Part A. Adult Correctional Centers					
(maximum security)								
Dwight	341	$18,952	$6,300,000	$126,000	$10,000	$34,288	0.5%	$65,209
Joliet	1,337	10,527	14,700,000	294,000	7,554	42,351	0.3%	83,320
Menard	2,585	8,250	22,000,000	440,000	40,115	148,335	0.7%	263,548
Menard Psychiatric	356	11,843	5,000,000	100,000	14,996	60,855	1.2%	66,744
Pontiac	1,894	9,968	20,000,000	400,000	48,400	75,021	0.4%	136,055
Stateville	2,181	11,595	25,000,000	500,000	39,845	128,213	0.5%	261,390
Subtotal	8,694	$10,380	$93,000,000	$1,860,000	$160,910	$489,063	0.5%	$876,266
(medium and minimum security)								
Centralia	195	$14,510	$10,300,000	$206,000	$45,003	$150,994*	1.5%	$66,378
Graham	188	15,070	9,300,000	186,000	11,726	65,595	0.7%	88,260
Logan	796	15,506	13,000,000	260,000	4,879	82,723	0.6%	105,227
Sheridan	492	13,424	7,000,000	140,000	12,000	70,169	1.0%	140,384
Vandalia	816	12,150	10,300,000	206,000	21,976	67,695	0.7%	67,714
East Moline	15	28,703	5,000,000	100,000	15,848	34,497*	0.7%	70,000
Vienna	733	13,785	10,600,000	212,000	19,683	79,873	0.8%	93,718
Subtotal	3,235	$13,928	$65,500,000	$1,310,000	$131,115	$551,496	0.8%	$631,681
Subtotal for all Adult Correctional Centers	11,929	$11,343	$158,500,000	$3,170,000	$292,025	$1,040,559	0.7%	$1,407,947
			Part B. Illinois Youth Centers					
Dixon Springs	48	$20,467	$1,000,000	$25,000		$19,017	1.9%	$30,708
DuPage	66	29,091	1,600,000	40,000		29,797	1.9%	32,700
Hanna City	86	21,273	4,400,000	110,000		35,000	0.8%	62,070
Joliet	119	36,159	2,000,000	50,000		30,529	1.5%	45,000
Kankakee	44	23,808	1,000,000	25,000		13,093	1.3%	32,110
Pere Marquette	50	23,125	1,900,000	47,500		22,581	1.2%	29,037
St. Charles	290	27,862	8,000,000	200,000		27,882	0.3%	39,400
Valley View	209	19,359	4,000,000	100,000		30,919	0.8%	35,100
Subtotal	912	$25,619	$23,900,000	$597,500		$208,610	0.9%	$306,125
Additional funds requested for institutional coordinator and for fringe benefits for staff								
Bur Oak (for Joliet, Stateville and Kankakee)								62,040
DuPage (for DuPage, St. Charles, and Valley View)								34,500
Total	12,841	$12,357	$182,400,000	$3,767,500	$292,025	$1,249,169	0.7%	$1,910,612

Table 2-2 contd.

Sources: For columns (b) and (c), American Correctional Association, Directory of Juvenile and Adult Correction Departments, Institutes, Agencies, and Paroling Authorities (1982) p. 95-96, 100.

For column (d), State Comptroller, Illinois Appropriations 1981. Note that these are the budgeted amounts; Table 2-1 uses actual total expenditures but such data were not available for each correctional center separately.

For column (e), ACA/ALA, Library Standards for Adult Correctional Institutions (1981), p. 16, and Library Standards for Juvenile Correctional Institutions (1975) p. 6.

For columns (f) and (g), responses from CC libraries to a questionnaire from the Library Research Center in 1982. These responses may not be accurate.

For column (i), Robert Ensley of ISL.

Note A: The ACA/ALA standard for expenditures for an adult correctional center is 2% of the total current operating expenditures of the institution; for juvenile centers, 2.5%

*This CC opened in 1980, and some first-time library expenditures were involved.

B. Allocation Formulas

Because of reduced staff and reduced appropriations, the ISL was forced in 1979 to discontinue the procedures originally used to allocate the appropriated funds to the systems. The systems had previously submitted plans of service for each facility and a proposed budget by objectives for each year. The ISL staff analyzed, evaluated, and compared the plans to previous ones. Funds were then allocated on an individual basis according to size, need, merit, and system requests. A formula was not used and all parties were satisfied. It was felt that a formula would discriminate against smaller institutions since the per capita costs for providing library (as well as other) services are higher for the smaller facilities.

In 1979, when it became clear that FY 1981 appropriations would be too low for a merit grant approach, the ISL was put in the position of pleasing no one system's requests. A decision was made by the ISL Consultant, in consultation with DOC, to preserve current staffing levels and to add no new programs or services. The systems were each given approximately 80% of their maintenance level budget with adjustments made to ensure that salaries were covered.[13] This was a controversial approach in 1979 and continues to be so. Institutional administrators support it and are distressed when a layoff occurs (e.g., when an assistant librarian was dismissed at Logan, the warden complained to the system). Of course, the librarians also approve of continued staffing.

But the system directors disagree among themselves on this issue. DuPage Library System is criticized for having too much, and too expensive, staff; it pays the highest salaries and has staffing closest to the levels in the Standards, with more professional staff than the other systems. When staff was deemed a priority, DLS received the largest allocation to continue its staff. Shawnee Library System, especially, was upset that DLS received a 21% increase from FY 1980 to FY 1982 when the total appropriation was so small; it is pleased with the new formula which will mean approximately a

25% decrease for DLS while SLS receives an increase (6%) for the first time in four years. Although this debate on the importance of staff is an interesting one, it is also an opportunity for inter-system feuding. These conflicts reflect other issues as well and are sometimes deleterious to the statewide institutional program.

Another conflict raised by the introduction of formula funding is whether poor service is better than none. System directors and librarians disagree on this; some feel that minimal service is worthwhile and some that a few facilities with good service would be a better use of money than 21 poor programs. Again, the institutional administrators are unanimous in their opinion that any service at all is helpful. One of the other controversies related to funding has been the systems directors' contention that the funds should be divided equitably with each system deciding independently how to use the money. The ISL states that library service to institutions is a statewide program sponsored by and on behalf of another statewide agency (DOC) and therefore demands some consistency.

I feel that it is correct for systems to decide how to use their funds, but it is also the responsibility of the ISL to provide guidelines on how to expend the monies. In the case of staffing, the systems should decide whether to retain full staffing or to use more of their grants for materials. They must be made aware, however, of the implications of their choices. No library can be run without staff, but a library without relevant, current materials is an embarrassment, especially where there is an abundance of staff. Until now, this problem has been compounded with the need to purchase law materials. The great bulk of expenditures for materials has gone for the law libraries, and staff costs consumed most of the rest. The result is centers like Stateville with good law libraries, a lot of staff, and a poor general library collection. If the recommendation of this report--that the legal materials be purchased by the DOC--is followed, the problem will be eased, but a balance between general materials and staff still must be reached. In times of financial stress, paraprofessionals can be used as daily staff so that materials can be replenished and updated while numbers of staff remain high. In this situation, professional librarians should be fewer in number and used only for the professional tasks of collection development, programming, and supervision (see discussion of the circuit librarian in Chapter 4, Section 4). The use of non-professionals must be increased. In addition, resource sharing among the systems must be pursued to stretch materials budgets to their fullest. Again, the systems should make the final decisions on how to implement such suggestions, but the ISL should make recommendations and set general policies to ensure statewide compatibility of services.

After two years of arguing about the FY 1981 formula, the library system directors and the ISL Consultant agreed to change the formula for FY 1983 to a base grant plus a per capita amount. Each institution currently served and the new correctional center receive $30,000 plus $15,000 for medium security units of maximum security prisons (Menard, Stateville, and Pontiac). The balance of the appropriation is divided on a per capita basis of $27.49 for each person over 100.[14] Under this formula, BOLS and CBLS budgets stayed at approximately the FY 1982 level but DLS lost a considerable amount and Shawnee gained. Each library system is having to decide for itself whether or not to cut staff and to lose some of the hard-won victories (e.g. evening hours) that only adequate staff can accomplish. It now appears that 7.5 FTE will be cut among the 21 institutions.

The ISL Institutionalized Services Consultant developed a new formula for FY 1984. With a budget request of $2,606,610, he could take more factors into account than the FY 1983 budget allowed. Included are:

Per capita grants of $50 for centers with populations of 500 or less and $35 per capita for all other correctional institutions and mental health centers;
Base grants of $40,000;
Law library grants of $15,000 for each adult correctional center, and $30,000 for the three largest and a new one to open in 1984;
Staff library grants of $30,000 to each of the three facilities which have them;
Medium security unit grants of $40,000 to each of the three systems which have them;
Start-up grant of $30,000 to the new Dixon correctional center; and
Condemned unit grants of $30,000 each to Pontiac and Menard.

This formula would have worked very well with the $2,606,610 which the ISL had requested. But the appropriation is now expected to be only $1,782,202 (and it may end up even lower), or $824,408 short. I feel that the formula can still be used, with a few modifications. The condemned unit and start-up grants can be reduced to $20,000. The law libraries, as stated before, should be funded by the DOC, saving at least $270,000 in materials costs from the ISL budget. And some general libraries will have to be closed. In my opinion, the least odious cuts are the staff libraries, the new mental health facilities, and the mental health centers whose services were originally initiated without additional funding. With these cuts, the formula can work under the anticipated appropriation. The basic problem with this budget, as with previous ones, is the need to "define programs to conform to fiscal constraints" (as the ISL Consultant has put it) rather than to plan according to the program's objectives and the patrons' needs. These austerity budgets must be seen as interim measures until appropriations are increased to an appropriate level. These suggestions for the FY 1984 budget are those of last resort only.

The remaining question is how to devise fair formulas in the future, no matter what the appropriation may be. In 1980, the IDOC informed ISL of its decision to place first priority on maintaining services in adult maximum security facilities.[15] Many librarians feel that the juvenile facilities should take priority, because the juveniles appear to have a better chance of rehabilitation. If services are not prioritized by security level, and funds are divided among all levels, some administrators suggest having three formulas based on size. The juvenile and small facilities are more costly to run and therefore need larger base grants; the proposed FY 1984 formula reflects the higher cost of juvenile facilities in its per capita amounts. Another approach is to make allocations so as to bring all institutions closer to standards. This could be viewed as penalizing the best libraries and rewarding the poorest, but might result in an overall upgrading of services statewide. Such a plan would not be easy to administer, since the decisions as to which institutions need extra money would be difficult ones to make objectively.

All of these ideas have validity in periods of strong fiscal support. The problem remains as how to best divide the monies when funding is poor. If the budget is again reduced to near the $1,000,000 mark, radical measures

must be taken. None of these are pleasant, but they take into account the best interests of prisoners throughout the state. The mental health center libraries should be closed until a joint agreement is signed, specifying fiscal responsibilities of both the DMHDD and ISL. The youth centers should be staffed only half-time; other hours could be arranged with the education staff. The minimum security adult facilities should be served by a weekly bookmobile and rotating deposit collections. And the circuit librarian approach (discussed below in Chapter 4, Section 4) could be implemented for the medium and maximum security units. Again, I must stress that these should be measures of last resort, chosen to maintain minimal general library services for all inmates while cutting the budget extensively. I hope that such methods are never necessary. *Recommendation: During FY 1984, while the appropriation is at a more reasonable level, contingency plans should be developed for use in case of a major reduction in appropriated funds.* The controversial funding issues must be addressed and compromises reached; it is wise to make such decisions in a time of calm, rational thought.

Another topic for discussion by the systems--and the proposed advisory committee--should be the lack of support for an adequate budget for this program by both the Secretary of State and the Illinois Library Association. The Secretary of State's budget never includes the full amount which ISL requests. And the ILA sends conflicting messages to the legislature. For example, last year the ILA membership voted to support the ISL budget but the ILA Library Development and Legislation Committee supported the smaller budget request of the Secretary of State. This Committee of ILA has never presented the institutional services program as a priority. CLIFF (Concerned Librarians for Full Funding) was started by a group of institutional librarians to lobby for this program in lieu of support from ILA. The ISL is not appreciative of CLIFF's efforts as it has other priorities and a sensitive political relationship to the Legislature. This problem of lack of support from the official library community is an extremely difficult one, but discussion about it is the first step toward a solution.

1. According to the results of a 1982 survey by the ALA/State Library Agencies Section/Consultants to Institutions Discussion Group, two-thirds of all consultants reported that institutions were more than 50% of their job responsibilities.

2. Robert D. Stueart, and John Eastlick, Library Management, 2d ed., Littleton, CO: Libraries Unlimited, 1981, p. 49.

3. "The Relationship and Responsibilities of the State Library Agency to State Institutions," in Standards for Library Functions at the State Level. ALA, 1970, p. 39-45.

4. Barbara Slanker and Joan Bostwick, "Regional Library System Based Library Service to Residents of State Correctional Facilities: An Evaluation of the Project," Illinois Libraries (September 1974) 56: 517-534.

5. DOC 1980 Annual Report, and Illinois State Budget Appendix: FY 1981, p. 92.

6. Perspectives (October 1981), p. 2.

7. A Corrections Decade: Annual Report of the DOC (1980), p. 5.

8. The ISL/CPL contract for handicapped services can be seen as an example of the division of responsibilities.

9. The right to general library services is usually considered part of the right to read which has been considered a First Amendment right by the courts. See chapter 6, "The Legal Framework for Prison Libraries."

10. Unified Code of Corrections §3-7-2, Ill. Rev. Stat. ch. 38 ¶1003-7-2(a) (1981).

11. Publishers Weekly (January 21, 1983) 223·23.

12. The institutional services program is a line item in the budget for library system grants.

13. DuPage Library System needed more than 80% and 3 systems needed less, e.g., Cumberland Trails had an unexpended balance from FY 1980.

14. Mental health institutions currently served and new DOC facilities are included in this budget, despite the objections of many of the system directors. Thus, because of the planned opening on July 1, 1983 of the converted Bowen Mental Health Center into Bowen Youth Center, with an expected 400 residents, ISL reduced the amounts allocated to the systems for FY 1983, in order to provide Bowen with a $30,000 base grant plus the per capita for all residents over 100.

15. The ISL Consultant and his DOC liaison decided to continue library services to all institutions anyway, per the formula discussed on page 46.

CHAPTER 3: THE SYSTEM LEVEL

Section 1. The Role of the Institutional Services Coordinators

When this study was begun in late 1981, six of the ten participating library systems had a full-time professional librarian as institutional services coordinator.[1] At the present time (early 1983) five still do, and one has only a part-time coordinator. Their responsibilities vary greatly. In Bur Oak Library System, the coordinator supervises five correctional centers plus one mental health facility and one developmental center; and in Shawnee Library System one person supervises four correctional center and two mental health center libraries. But in both Corn Belt and DuPage Library Systems, the coordinator supervises three correctional facilities each. In both Cumberland Trail Library System and Lewis and Clark, a professional librarian is called "institutional services coordinator" but is actually the only librarian for two institutions; these people consider themselves as prison librarians rather than system-level coordinators. Illinois Valley Library System has a professional librarian at headquarters who supervises the one correctional center library in the system. River Bend and Starved Rock systems--each also responsible for only one facility--have no coordinators; the institutional librarian reports directly to the system director. And Rolling Prairie contracts with Corn Belt for the provision of library service to its one center.

The coordinators' weekly schedules reflect the differences in duties among the systems. In DuPage, the former coordinator spent three days per month at each of his centers; the bulk of his time was spent at headquarters. He also helped at the institutions in case of absences and for special projects. The Corn Belt coordinator spends four days per week at one institution, one day per week at a second, and visits the third only for meetings with the assistant warden. At Bur Oak, too, the coordinator spends one-third of his time at one institution; half of his time is spent at headquarters, and the rest is divided among the other facilities. He reports that he needs to spend 75% of his time at headquarters to be effective. In some systems, the librarians in the individual institutions report that they seldom see the coordinator at all.

It appears that Bur Oak and Shawnee Library Systems have too many institutions for a single coordinator. The optimum number of facilities under one coordinator is four. *Recommendation: Bur Oak and Shawnee each should have two coordinators; one to be an assistant to the other. Corn Belt and DuPage should have one each, and Cumberland Trail and Lewis and Clark should share one for their four centers. River Bend, Starved Rock, and Illinois Valley should share one for their three.*

One possibility is to have the coordinators be ISL staff rather than system staff, if most coordinator positions will be across system lines. But state level coordinators would not have the necessary power within the systems and would not be able to form the essential link between the institutions and the library system. Also, the State Library is concerned about not increasing the number of its employees, especially in these times of tight budgets and shrinking staffs. A better alternative would be to contract between systems for coordinators.

There are precedents for inter-system contracting for institutional and special services. Rolling Prairie Library System has contracted with Corn Belt to provide service to its one correctional center (Logan) since 1979. The librarian at Logan is an employee of the Corn Belt Library System and reports to its coordinator. Illinois Valley has a contract with the Peoria Public Library by which the latter provides services to the George A. Zeller Mental Health Center; this service is partially supported by an ISL grant to IVLS. Lincoln Trail and Corn Belt share blind and handicapped services, and there are inter-system contracts for AV and automation.

Under optimum conditions, the on-site librarian and the institutional coordinator should be separate positions with separate job descriptions. The institution librarian should perform professional duties in conjunction with the coordinator. These include budgeting, preparing plans of service, and selecting materials. It was appalling to find that a number of professional librarians had not even seen their budgets or annual plans until after the fact, because the coordinator had prepared them alone.

If, however, because of budget restrictions, the cost of both a coordinator and a librarian is a problem, there are two possible approaches. Others have suggested that the coordinator positions could be eliminated. I do not agree with this. If staffing is to be reconsidered in an effort to conserve finances, I suggest that the institutional coordinators each cover four institutions (as discussed above), with the understanding that one day each week be spent at each facility and the fifth day at the system headquarters. The maximum security prisons should still retain a professional librarian, but the other facilities could have a paraprofessional in charge of the library. The institutional coordinator would then serve as Chief Librarian for those institutions. Under this plan, the coordinator would also be acting as "circuit librarian" (see Chapter 4, Section 4). I stress that this suggestion is solely an austerity measure and should be discarded when funding allows for professional librarians in all institutions in addition to coordinators for each 3 to 4 facilities.

Section 2. Resource Sharing Among Institution Libraries

When asked about resource sharing among systems, three of eight directors said that it was unnecessary or impossible. Most institutional coordinators and system directors named as examples only ILDS (the statewide van delivery service begun in 1981) and ILL, both of which are ISL-coordinated services. Interlibrary loan was lauded by everyone but has consistent problems during everyday use. Slow response rate, reluctance of some libraries to loan to institutions, and the cost were all mentioned numerous times. One ill-advised librarian even rejected interlibrary loan requests sent from his institution because of his concern about the cost! As for new ways to share resources, there was much interest in sharing legal materials to avoid duplication and to save money. This will be discussed in Chapter 7 on the law libraries.

Two coordinators had other good suggestions for inter-institution cooperation, such as sharing bibliographies and reading lists, trading locally produced videotapes, and taking turns assuming the responsibility for continuing education programs. *Recommendation: These and other methods for sharing resources and professional tasks should be explored.* The three

juvenile centers served by DuPage Library System share professional periodicals for the staff libraries; one center purchases in psychology, one in education, and one in corrections. Such a cooperative effort could easily be expanded under the institutional coordinators--some of whom would now work with more than one system--and could save money and duplication while improving the poor staff libraries. A similar idea was mentioned by one system director who suggested cooperative collection building in prison-related issues. Because every prison has a high demand for such materials, I do not think a cooperative collection would be effective.

I would suggest that cooperative collection building could best be utilized in fields of consistent but low popularity. Each institutional coordinator could concentrate on one topic--e.g., poetry or travel--and build a strong collection in it to supplement the core collections which should be in each library. Demand for esoteric or less popular items could continue to be met through interlibrary loan. The advantages of cooperative collection building would be to provide a faster response to requests and to lower the cost of interlibrary loan by reducing its usage. Lincoln Trail Libraries System currently has a cooperative collection development program and Illinois Valley Library System is establishing one; these systems could advise on such a program for institutions. *Recommendation: The library systems should explore methods of sharing materials among themselves, including cooperative collection building.*

Another aspect of library service which is especially suitable for a cooperative program is non-print materials. The limited variety of audiovisual materials in many institutions was a disappointment. Yet the state's library systems have substantial film and record collections and some are building videocassette movie collections. Illinois Valley, Bur Oak, and Rolling Prairie Library Systems all carry videocassettes. Several systems share audiovisual resources already (e.g., Starved Rock and Lincoln Trail). *Recommendation: The systems should develop a method of sharing AV materials among the correctional facilities.* The Multi-Media Access Project of Rolling Prairie Library System, funded only until June 30, 1983, can be a model for developing a reciprocal borrowing program. One system should establish the service; the others could then contract for service. Videotapes are especially appropriate for such a treatment, as many institutions have videotape players, and the tapes are easy to reproduce and to use even in a small library room.

Some systems rotate materials among their members. In a number of institutions we saw permanent loan or long-term deposit collections from headquarters. For example, Sheridan has 700-800 volumes on a one-year loan from the system. Certainly this idea should be expanded to more institutions, perhaps even across system lines. *Recommendation: The institutional coordinators should address the idea of rotating collections among institutions.*

Section 3. Resource Sharing With Community Libraries

A number of systems expressed the concern that the institutional libraries take from their member libraries (e.g., through ILL) and do not reciprocate. This one-way relationship causes hard feelings toward the institutional

program in library staff and board members, and is totally unnecessary. In ILL, materials should be borrowed in both directions, as surely the institutions have better penology and criminology collections than do most other libraries. For example, the library at the Illinois Law Enforcement Training Academy in the Lewis and Clark system could probably make use of much in the institutions' collections. *Recommendation: The systems should develop a method for sharing correctional center materials with community libraries through interlibrary loan, and periodicals received by the institutions should be included in union lists.*

Another approach to outside libraries using resources of institutional libraries is the Bur Oak Library System's newly-established BOLERS (Bur Oak Legal Reference Service). Because the Joliet and Stateville CC law libraries have better collections than member libraries, the prison libraries are called on for legal reference services for the system members. Although neither CC circulates its law books to other agencies, photocopies are made available. This program could be expanded to the other adult institutions.

Perhaps member libraries' materials could be processed in the prison libraries. In some cases, the inmate clerks already process the incoming materials for the prison library. The institutions could show their willingness to cooperate with outside libraries by providing processing services, if the DOC approves such a work program. It has been used successfully in other states but would need to be studied carefully.

An innovative and appealing idea of community library-institution library cooperation has been suggested by the Continuing Education Consultant of the Oklahoma State Library. Programs could be co-sponsored by correctional center inmates--perhaps through one of their service clubs--and the prison library. For example, RIF (Reading is Fundamental) is a national program to promote reading among children. Paperback books are given to children at their local public or school library as part of a reading program. Prisoners might co-sponsor a RIF project in the local community and arrange for the programs to be held on visiting days so that their children, as well as the local resident children, could participate. Perhaps the community library would reciprocate with story hours on visiting days at the prison. And so on.

Correctional facility inmates have a strong need for pre-release assistance--information on housing, low-cost shelter, food programs, job interview skills, employment opportunities, etc. Prison libraries should be a major source of such re-entry information. At the same time, community libraries need to be involved in the collection of re-entry resources and to be prepared for serving ex-offenders. This is another area rich in institution-community library cooperation possibilities.

Whatever methods are used, the library systems have a responsibility for fostering cooperation and resource sharing among all the libraries in their systems, including institutions. *Recommendation: Library systems should advance and support cooperation among institution and member libraries.*

Section 4. Agreements with the Correctional Institutions

Only Bur Oak and DuPage Library Systems have any form of written agreement with the institutions they serve, attached to their annual plan of service. Since the relationship between the facility and system is considered a major problem by many system and institutional administrators, the lack of written statements is surprising. The systems stress that the warden is supposed to sign the annual plan of service; in some cases this is carefully done. It is important that the institutional administrator see, discuss, and sign the plan, but those actions cannot substitute for a written agreement. The difference is simple: a mutual agreement details the responsibilities of both agencies whereas the plan of service lists only what the system will provide. Only one library system agreement does this. *Recommendation: Agreements between each facility and the corresponding library system should be discussed and signed annually at the same meeting during which the plan is presented.* The agreements should be based on the ISL/IDOC Joint Statement but should reflect the facility's individual situation--e.g., library use schedule, library hours, security guidelines, etc. The agreement should specify the responsibilities of both agencies.

1. Only nine provide services directly; one uses its allocation to contract for services from another system.

CHAPTER 4: THE INSTITUTIONS

Section 1. The Role of the Correctional Administrator

By and large, the warden (or superintendent) and assistant warden for program services (or principal) play a reactive role in the provision of library services. The library system director and/or institutional coordinator presents an annual plan of service to the warden for his/her signature. These plans--as discussed elsewhere--usually do not specify the responsibilities of the correctional administration, but are lists of promises by the library system. The assistant warden for program services (or superintendent of education in the youth centers) is the on-site supervisor for the librarian in most facilities, but there is no mechanism for regular evaluation of the librarian[1] or for goal-setting for the library services. Instead, the assistant warden "supervises" in only the negative sense of the word--he/she intervenes when there is a problem. Often the intervention is in response to a correctional officer's report or an inmate's complaint; sometimes it is in response to the librarian's request for assistance. According to the Joint Statement, when a problem arises in the library, the assistant warden and the director of the library system are to meet. If no solution can be found, the chief administrative officer of the institution and the library system director are to meet. If the problem still cannot be solved, the matter is to be referred higher up. Actually the ISL Institutionalized Services Consultant (alone or with his former DOC liaison) has met with a number of wardens in order to reach a compromise on difficult issues.

In interviewing administrators, it was apparent that the chief administrative officer usually knew of the Joint Statement and recognized the name of the ISL Consultant, but had little knowledge of the daily workings of the library. The assistant warden often misunderstood (or was ignorant of) the state level agreement, but knew the system director and the library staff. It was not at all unusual for the warden and assistant warden to give completely different answers to the same questions asked about library services. It was especially disturbing to discover that over half of the administrators were ignorant of the cost of library services and of the origin of the funds used. Many of the wardens thought that DOC used its own funds to contract directly with the local library system. Other inaccuracies included the assumption that the school district funded the libraries. Nearly all knew the library system's role, though some did not know the system's correct name, and most did not know the relationship of ISL to library services in prisons.

Of the 45 wardens and assistant wardents interviewed, 41 (90%) answered affirmatively to the question: "Is the current library adequate?". Those who answered negatively referred to space and access problems, and 11 (27%) of those who were satisfied with the library service made the disclaimer "except for physical space." A few said they knew that the librarian felt the library collection, equipment, space and/or budget were inadequate, but they disagreed. One told us that the librarians' concern about access was unnecessary because the institution is for short term residents, and "Therefore inmates don't need a library much." This institution is an adult medium security facility.

The combination of ignorance, disinterest, and disagreement has resulted in an adversarial relationship between many librarians and administrators. The latter reported few problems with librarians--only one warden

reported a serious working problem with the librarian and two with institutional coordinators; 33 (73%) characterized their relationship with the librarian as "excellent" or "very good." Ten (22%) reported that the relationship was good but had some difficulties--these were usually described as "typical personnel problems," "personal style," "lack of experience in working in institutions," or "unrealistic attitudes toward prisons and prisoners." Many also stated that while their relationship with the librarian was good, they knew that security heads or others had negative associations with the library staff. The librarians were far less satisfied with (or more willing to talk about) the warden-librarian relationship. Over three-quarters (17/22) of the librarians stated that the correctional administrators were uncooperative, slow in reacting to issues, unconcerned with the standards and purposes of professional librarianship, unsupportive, uncommunicative, and/or restrictive. Yet they are aware that the administrators have the power to halt library functions whenever they deem it necessary. The librarians who reported a good working relationship with a committed, informed administrator were nearly all in youth centers rather than adult institutions.

A number of correctional administrators support the library for reasons which the librarians do not appreciate. Security-minded wardens often see the library as a security feature. For example, the warden at one maximum security facility said "The more activities--including the library--the better to forestall a major disturbance here." Although librarians prefer to see the library as a provider of information, learning, and self-growth, the view of the library as an aid to security is a valid one, also. A staff member of the National Institute of Corrections has stated "Books are tools that keep inmates and staff safe." "Of course," he added, "some wardens only see books as a security problem." He gave me an example from California where prisoners complained because they were given no toilet paper or books. The warden responded that he had denied those privileges because the inmates were burning papers, including library materials, to heat water for coffee. Once they were provided with coffee pots and coffee (which was sold at the commissary), all burning stopped.

One prison administrator told me recently that libraries are a bargain as a safety and security measure. He estimates that every rape or lawsuit against the institution, and every officer impaired in an encounter, costs his prison half a million dollars. A library costs far less. Nationally, the cost of lawsuits alone is phenomenal. There have been more prison lawsuits in the last decade than in the rest of the history of the US combined. One out of every seven federal suits since 1970 involves prisoners' rights. Perhaps that explains why correctional administrators see libraries as a relatively inexpensive way to lessen security and legal problems in their prisons. It is important that librarians understand this point of view of the library's value, even if it is not the value they would assign to the library themselves.

In summary, the correctional administrators seem to feel that "as long as it [library service] gets done, I don't care who does it" (to quote one warden). They are fairly well satisfied with the library services provided (all but two state that the current pattern of library service through the systems should be continued). They are relieved that they do not provide these services themselves and are disconcerted when called upon to deal

with library problems. Common boasts are that "It [the library] runs itself" and "I'm never to blame if something goes wrong." It is distressing to hear such an abdication of nearly all responsibility for--and such a lack of knowledge of--the library. The demonstration of disinterest is a serious problem which must be dealt with at the state level through continuing education and demonstration of concern from the DOC. The hiring of a Chief Librarian for DOC (discussed earlier) should help alleviate this problem.

Section 2. Access to Library Services

> "When you ain't got it, you want it." (A resident at Vienna Correctional Center)

Lack of access to library services was the most common problem heard from prisoners, ex-offenders, and library staff members. Most DOC administrators and library system directors, even some prison librarians, denied that access is a significant issue. But in the written complaints received by the ISL, DOC, the Prisoner Advocates, the John Howard Association, and the ACLU, access was repeatedly the concern. Although inaccessibility was most often discussed in relation to the law library, it is a serious problem for general library services as well. Supposedly, access to the law library is especially important because the need for public library materials is not as urgent; the assumption is that inmates can borrow each other's general books and magazines. Actually, this is not so.

It is a violation of the DOC regulations for residents to use each other's possessions; the lender and the borrower can (and often do) each receive disciplinary reports for such activity. Of course, this rule is often broken despite the fear of disciplinary action. As one resident at Pontiac put it: "There are two libraries in prison. One that is the official library and one that the guys pass around--books they took from the first library and books left behind by guys that have left." At Menard, residents told of the common practice of leaving books sticking between the bars when they are done with them so that others can take them as they pass. Still, 48% of our resident interviewees reported that they had no legal source of reading materials other than the library. Some of the institutions (e.g., Vandalia, Pontiac, and Joliet) sell paperback books and/or magazines at the Commissary, but one must have money to purchase them. If money is not a problem, books can be ordered from publishers, but that procedure may take months. Also, there are limits on the number of books a prisoner may keep in his/her cell, so building a private library is not a satisfactory alternative. Even books brought by visitors can be problematic as they must be given a personal property check before the prisoner receives them; often there is a gap of weeks between the delivery and the inmate's receipt of the materials.

The access problem, for public as well as law library services, is so large that when residents were asked: "What don't you like about the library here?", 22% of the interviewees responded with some reference to inaccessibility. Its forms are many: lack of cooperation from the DOC line staff; escort, call line and/or permission slip problems; seating space shortage in the library facility; insufficient hours of library operation; poor collections; and library regulations.

A. Physical Access

Inability to get to the library from a housing unit is related to size and security classification of the institution. The resident population has some effect as library use declines with increasing size. Security level, however, seems to be more important (see Chapter 4, Section 3). Residents in segregation report the most difficulty getting to the library, and maximum security prisons have more access problems than do minimum security facilities. 73% of residents interviewed in maximum security institutions vs. 90% of those in medium and minimum security centers said they use the library. Of inmates interviewed in medium and minimum security facilities, 31% report using the library 1-4 times per month. The same percentage of prisoners interviewed in maximum security institutions use it only 1-2 times per year.

Still the statistical relationship of security level to access is not as strong as one might anticipate. Although one would expect that the freedom of movement in minimum security institutions would allow for increased library use, the freedom also allows for other activities unavailable in facilities with tighter security. For example, at Vienna many residents go fishing rather than reading. The maximum security resident has fewer options, and so pursues the library determinedly. Also, the need for law library services for criminal and Administrative Regulations (AR) proceedings is greater for maximum security prisoners who have more time to serve. On the other hand, some inmates transferred from other centers to minimum security facilities reported using the library there for the first time in their prison experience. As one Vienna resident said: "Pontiac was just a struggle to stay alive, so I didn't use the library there." According to our interviewees--and to staff members of the organizations mentioned earlier--Vienna (minimum) has the best access to the library; Pontiac, Menard, and Stateville (all maximum) have the worst. Vandalia and Graham (medium) elicited few complaints.

"Certainly a library should be a privilege, but that goes along with a lot of other things. It's an abuse to use the witholding of this privilege as part of a punishment." This prisoner speaks for many inmates in disciplinary segregation and protective custody units (PCU). Only 7% of the residents we interviwed in PCU or segregation used the library, as compared to 84% in the general prison population. Stateville, Pontiac, and Menard all have procedures for segregation residents to use the library, but the inmates feel that the procedures often ensure that access is denied. For example, in Menard, segregation residents must be escorted by two officers; there are often staff shortages which cause problems in bringing residents to the library. At some institutions (e.g., Menard Psychiatric) a bookcart is brought to segregation every two weeks, but it is not a wholly satisfactory solution. At some centers (e.g., Stateville) there are cages in the library for the use of segregation and PCU residents. Because these inmates are locked into cages, the library can remain open for general population residents while the others are there.

Some residents still have problems, however, in getting permission from a counselor to go to the library. At Menard Psychiatric Center and at Dwight, there is no library access from segregation. Dwight segregation residents reported that the services brought to segregation were often superior to those in the main library, so they had few complaints. At Menard Psychiatric segregation where bookcarts are also used, there are many complaints, however. Residents at the PCU in Menard had numerous complaints as did those

at the Pontiac PCU. Although PCU residents are not being separated from the general population for disciplinary purposes, they are often treated as though they were. From the institution's point of view, they are almost as much of a security risk as segregation inmates. "Well, you asked to be in protective custody..." This is, of course, not a helpful response. PCU and segregation residents report having fewer problems getting to the law library than to the general library. One Pontiac PCU resident was told that he could be escorted to the law library but he could not obtain any public library services other than the use of books brought on the bookcart; he was unsuccessful in his attempts to borrow a dictionary. Joliet PCU residents are scheduled into the library weekly and seemed relatively satisfied with this arrangement.

Condemned Unit inmates and Medium Security Unit (MSU) residents have access problems similar to those of segregation and PCU. Residents at the Menard Condemned Unit have library services five days a week but only for two hours per day; they were unhappy with the schedule. There is discontent at the Stateville and Menard MSUs also. The residents there are given no access to the main library because there is not enough staff to bring them there. Instead, they are given separate library collections and overnight service from the main library. Ironically, they are not offered bookcart service because they supposedly can use the main library. The reception centers have access problems too. In most (e.g., Dwight) there is no reading material available, no access to the library used by the general population, and no commissary privileges. At the Joliet R&C there are library hours three days each week by request. Certainly upon initial incarceration inmates have a strong need for library materials, but it is not met.

Even in the general prison population, access problems abound. In many institutions, bribery is prevalent to secure access. One resident in Stateville, for example, used cigarettes to bribe library staff into allowing him to use the library daily rather than weekly as scheduled. He admitted that he had received a number of disciplinary "tickets" for this practice, but considered them part of his library "costs." In both Menard and Pontiac, it is considered very desirable to know a library employee. At Menard, residents claim that the DOC staff gives better access to residents known to have filed suits against the institution, whereas the library staff is considered vindictive to these and other specific individuals. The same charge was often heard about the Pontiac library staff. At Menard, gang affiliation is considered another essential for good library access.

Most of the access problems stem from the movement systems employed at the institutions. The cell block scheduling approach is generally less corruptible than the pass system. In order for a resident to obtain a library pass, he must submit a slip (which may be lost before it gets to the library) and then have a pass returned to him. At Menard, where this system is in effect, it is not unusual for a resident to wait two to three weeks after submitting a request slip to be called to the library. At Pontiac, four inmates who had been there for a whole year claimed that they have never been called to the library despite repeated permission requests; the average wait seems to be approximately two weeks. Centralia and Joliet use pass systems too, and have similar problems. Stateville uses a combination cellblock schedule and slip system. Those inmates with slips can come to the library on the day scheduled for their unit. Some institutions have modified

the slip system. At Vandalia, inmates must be escorted to the library by honor residents employed for that purpose; passes are not necessary. At Dwight, passes are not necessary either, but the librarian must call each housing unit to give permission for a resident to come to the library. At Menard Psychiatric, no passes are needed to the school or library; they are "free areas" during the day for those who have yard privileges. No matter what procedure is used, residents and library staff at each facility feel that the systems at other institutions would be better.

The library's hours of operation can be a barrier to library use also. At Dwight, women have to choose between recreation and the library twice a week. Dwight was recently accredited by ACA but was cited for non-compliance on the library, because it was not open enough hours; the schedule is under revision now. At Kankakee the work-away workers take classes and use the library at night if there are enough of them to warrant evening hours; sometimes the few workers have no library access at all until the resident worker population grows sufficiently to allow for evening hours. At Joliet, workers use the library in the evenings; but evening hours are dependent on the completion of a count. This can last until as late as 7 PM; the library closes at 8:00, so insufficient library time is a common problem. Also, there are no Sunday or holiday hours. At Menard there are no evening hours. At many facilities, including Centralia, there are no weekend hours. These are just a few examples of inequities in library scheduling. Of course, the daily scheduling of students at the youth centers, and the open door policies at the minimum security facilities, allow for the easiest access. Graham, a medium security institution, has good access with three call lines per day and one on each of four evenings, but still has no weekend or holiday hours. Vandalia also has evening hours.

Procedures and hours for library access must be addressed jointly by the DOC and the ISL. Since security must always be the priority for the DOC, cumbersome procedures will remain. But measures to ensure access can and should be taken. For example, the problem of slips being lost or destroyed by correctional officers enroute to the library (a situation often reported at Joliet and Pontiac) has been alleviated at one institution. At Vandalia there are library boxes in the living units; inmates can use them to return books and deposit library slips. The boxes are emptied daily by library staff. In this way correctional officers are not involved in the transportation of the slips. It is essential that the two agencies, with the assistance of the advisory committee, address the questions of physical access in depth and immediately, with solutions formalized in writing.

B. Library Materials and Procedures

Residents who are allowed to visit the library, but still cannot get materials they need, suffer from another type of access problem. An example of this is the lack of reading materials for Hispanic residents. At Dwight, inmates must choose Spanish language books from a list, as there is no browsing collection. The problem is complex because Hispanic inmates do not have a need for only Spanish-language materials--indeed many of the Hispanic residents, especially those from Puerto Rico, are illiterate in Spanish and consider English to be their first language. There is a considerable need for materials of Hispanic interest, and for promotion of them, perhaps along the lines of Black history week. Another example of this type of library access

problem is the policy of keeping PCU and segregation materials separate from the general collection. For example, at Dwight such residents can choose only from a special group of materials and can receive magazines only when they are no longer current.

Even if the library collections were excellent, users do not have full access to the materials unless the library is arranged for browsing with adequate directional signs, catalogs, and indexes. Unfortunately, in some libraries even the shelving of materials is poor; it was difficult to find any particular subject or author. To make the situation even worse, the law library and general library are often not kept separate enough. Although it is useful to have the libraries near each other so that a resident can use both libraries during one visit, this idea can be extended too far. In some institutions, the general library is not given its due because the two libraries are considered one. For example, in Stateville, a resident must request to go to the law library in order to use the general collection. There is no separate general library request because the general library is not valued as highly as the law library is. Because of lack of space, women at Dwight may stay in the general library only 45 minutes per visit, but there is no limat on law library use.

Because the reading interests of prisoners are so diverse, yet the populations are too small to justify large collections, interlibrary loan (ILL) is an essential service. Of the 55% of our interviewees who reported the experience of not finding a book they wanted at the library, 42% had asked library staff for help and 30% had used ILL. This is a large percentage of library users benefitting from ILL. To put it in another perspective, monthly circulation records from two institutions were chosen at random. St. Charles had 4% of its book circulation as a result of ILL during a sample month in 1982; Menard had 5% of its circulation from ILL in one month in 1981. The meaning of these statistics is clear when compared to Illinois public libraries serving under 5000 people who report that 2.5% of their average circulation was from ILL in 1978/79.[2] ILL is used even less in the rest of the country--in 1977-78 public libraries around the country reported that loans received from other libraries were only 0.5% of their total circulation.[3]

ILL was often mentioned by correctional administrators and by library system directors as a major service being provided residents, and it is. But in the facilities served by Corn Belt Library System, for one, residents are discouraged from using it--or even denied its availability--because the institutional services coordinator disapproves of its cost. And in other institutions, residents are not informed of its availability by library staff. The East Moline CC Library Handbook discusses ILL and Logan has notices about ILL in its card catalog, but it is not promoted in other CCs.

Additional barriers to user satisfaction are found in library rules. For example, at Graham, where physical access to the library is better than average, residents are allowed only three books per visit. Because of a schedule whereby residents can visit the library only on certain days, an inmate can be without reading materials for a few days per week. In Dwight PCU, women can have five books per week but even this is not enough for avid readers confined to their cells. At Stateville, the loan period is only two weeks--slow readers need to keep their books longer than that.

Space limitations in the library create additional difficulties. Logan, Dwight, Pere Marquette and others have had to limit the amount of time any one inmate stays in the library so that more people have a chance to use it. Many limit the number of visits per week per resident also. These problems will persist until the facilities are brought up to standards (see also Section 5 of this chapter).

The Joint Statement says "Resident access to the services of the library are [sic] the responsibility of the administration of the correctional center," but access problems must be discussed and solved jointly by the DOC and ISL. *Recommendation: Access problems should be made a priority for discussion by the advisory committee (described in Chapter 2, Section 1).* Suggestions for solutions should be presented in writing to both agencies, the library systems, and the individual facilities and librarians. Without access there can be no quality library service.

Section 3. Library Use and Reading Interests of Residents

"If there were no library, it would be like walking around with my head cut off" (a resident at Menard)

Library Use: - Libraries in prisons are very popular. 84% of the 181 inmates we interviewed reported that they use the library. 30% use it twice a week or more, 70% once a month or more, and 64% said they would use it more often if they could. This compares to 51% of the general population who report using a library at least once during the previous year, and 9% twice a week.[4]

Most residents are avid readers--77% of those we met were currently reading a book or magazine. "Books are our only companions" (Stateville). Book circulation is as prevalent (46% said that they check-out materials to read in their cells) as in-library use (48%). Nearly half of the library users stated that the library was assisting them in their classes. Perhaps because 68% of the interviewees had never finished high school, 47% were taking some type of class and 48% of those used the library in conjunction with their course work.

In addition to using the library's books, magazines, and non-print materials, prisoners reported that they use the library to have a quiet place to be alone, or to socialize with friends. Listening to music, where available, was also appreciated. "You get tired of TV and radio" (Dwight). When asked "Would it make a difference to you if there were no library here?," 82% replied "Yes." "Without a library, I'd have no window on the world" (Graham). "Relief from boredom" was mentioned by 25% as the reason, availability of reading materials by 31%, and opportunity for self-education and rehabilitation by 20%. "Life would come to a standstill" (Centralia).

The research team was interested in the relationship of personal characteristics to library use. It appears that length of time served in a correctional center has a negative relationship to use of the library; 56% of the interviewed residents who had been imprisoned for less than one year said they used the library more than once a week, compared with 29% of those imprisoned for one to three years, and 5% those imprisoned for more than three years. Studies of personal characteristics and public library use

have found that age and sex are especially relevant factors.[4] One study contends that only educational level affects library use: "The most powerful predictor of rate of library use is the respondent's education."[5] We used the Statistical Package for the Social Sciences (SPSS), a computer program, to rank seven personal characteristics which might be correlated to use of the CC library by the 181 residents who were interviewed. These variables were age, educational level, current class enrollment, sex, race, library use before prison, and current reading activity. With an increase in the extent of formal education attained or if the person was taking a class, library use increased. Age was also relevant, in that it was negatively related to library use--as age increased, library use decreased.[6] But none of these factors--or any of the other four--had much effect on library use. Only 6% of the variation in use can be attributed to age. All seven characteristics together accounted for only 18% of the variation in the responses to our question "Do you use the library here?". In other words, 82% of the variation in CC library use cannot be explained by these personal characteristics of the residents.

It seemed logical next to analyze library and institutional characteristics to see how they correlate with library use. Seven descriptors--security level of institution, size of facility (number of residents), total expenditures for the library, number of periodicals in the library, number of volumes, number of library staff, and number of hours the library is open--were ranked by the computer program. The security level of the institution is the most important factor, and accounts for 4% of the variation in library use. All together, the seven characteristics account for only 8% of the variation in response to our question "Do you use the library here?"

The cause of library use in prison is still unknown. It is probable that characteristics which cannot be quantified (such as the personality of the library staff members and the attitude of the institutional security staff) are involved. Further research into the variables affecting library use is needed.

Circulation: - Circulation is commonly used as an indicator of library use. Certainly, institution circulation statistics are impressive. For FY 1980, DuPage circulated nearly five books per capita per month, or almost 60 books per capita per year. This is in contrast to the Illinois public library per capita statewide average for FY 1981 of 7.3 books. Even Baltimore County Public Library, which claims to have one of the highest circulation rates in the U.S., circulated only 13 volumes per capita in FY 1982.

I do not feel, however, that circulation figures reflect much about a library's use or a user's satisfaction. They do not include materials used in the library. They cannot measure whether the user borrowed an appropriate, liked, or helpful book. And they do not include the effect of other library services or programs.

When used in the prison context, circulation statistics are even less informative. It is a truism that a book borrowed from a correctional center library is read by more than one inmate before it is returned. Many librarians feel that a book off the prison library shelf is a book being read--by

someone somewhere. Of course, current periodicals, phonograph recordings, videotapes, and reference legal materials (all of which are very popular) do not circulate and are therefore not counted. I feel that circulation records should not be used as a measure of a correctional institution library's effectiveness or value. Perhaps the number of circulations of a particular title can be helpful in book selection decisions, but even that statistic can be specious. Observation, surveys, and interviews are better methods to measure library use and effectiveness, as well as reading interests.

Reading Interests: - Studies in Texas, Maryland, New Mexico, and Florida have all demonstrated great diversity in reading interests of prisoners. History, current events and biography, poetry, job training and academic course material, law, and fiction are most often cited as popular.

The prisoners we interviewed in Illinois also showed a wide range of interests. Across all types of correctional centers (maximum, medium, minimum, women, and juvenile), non-fiction was mentioned the most often in response to the questions "What are you reading now?" and "Is that your favorite kind?" Of the 181 residents, 33% reported reading non-fiction; 18% mentioned general fiction; 12% occult, philosophy, and religion; and 10% biography and history. Genre fiction followed in popularity, and then poetry and sports. As for magazines, 30% were reading a picture magazine or comic book; 24% a news magazine; and 21% a sports magazine.

In a 1974 study of prisoners in Illinois,[7] adults read (in order of popularity) novels, adventure books, and law; juveniles read books on sex, sports, and history. At the Joliet Correctional Center, a reader interest survey was done in 1980 and repeated in 1982. The library staff found that history, mathematics, and science made gains in numerical ranking of popularity. Religion, poetry, and black culture declined. Other cited interests were bodybuilding, chess, and computer programming.

At Dwight CC (for women), we found that 40% of the respondents were currently reading general fiction, 20% religion, 20% non-fiction, and 20% mysteries. None reported that they were reading westerns, poetry, or romances. Romantic fiction was popular in the juvenile facilities where it was second only to biography and history. After romance, non-fiction, mysteries, and general fiction were read most often. The popularity of poetry rests with the adult males--4% of them were currently reading poetry. It is clear that all types of books are read in prison, and that the library's collections must represent the considerable variety of reading interests found among residents (see Section 6 of this chapter).

Section 4. Library Staffing

A. Civilian Staff

(1) Staffing Levels

One of the most obvious differences among library systems is the amount and level of civilian staff employed at the institution libraries as shown in Table 4-1.[8] For example, DuPage Library System has three juvenile institutions to serve and three professional librarians. At the other end of the

spectrum is Shawnee Library System with the largest institution (Menard), one medium-sized and two small adult institutions; Shawnee employs two professional librarians for its six institutional libraries. This discrepancy seems to be the result of differences in system philosophy coupled with the funding formula problems discussed elsewhere.

Inequities in the quantity of civilian staff are often related to the security level of the institutions involved. Looking at the total number of civilian staff--professional, paraprofessional, and clerical--the largest maximum security prisons (Menard and Stateville) each have four for populations over 2,000. All the medium security prisons have two staff members each for populations under 1,000. But the youth center libraries vary greatly; Bur Oak has one staff member at Kankakee while Illinois Valley has had 3 at Hanna City.

None of the Illinois adult correctional institutions meet ACA/ALA standards for number of library staff or their educational requirements. These standards should be used as 5-year goals. They require four staff members for an institution of 301-500 and more for larger populations.[9] The juvenile institution standards address facilities with populations of over 100; only three Illinois youth centers are that large. The standard of three employees, one of whom is a professional librarian, is not met by any of the youth facilities. Valley View comes closest with an F.T.E. of 2.8 and a professional librarian in charge.

All of the Illinois centers' libraries, adult and juvenile, meet the staff quantity requirements in the ALA standards for small public libraries, which many systems use with their member libraries. The requirement is for only one full-time staff member for libraries serving less than 2,500 residents. But even these far weaker requirements suggest that one third of the library staff should be professional librarians, a goal not yet reached in the Illinois prisons.

In some facilities, the institutional administrator is concerned about the levels of staffing. At Sheridan, the facility has absorbed some other library costs so that the library system can continue its institutional staff. At Joliet, the warden has considered using bookcarts and/or deposit collections in an attempt to provide library services on Sundays and holidays when there is no library staff available. A number of wardens have discussed the idea of using guards to open the library in the absence of library staff due to illness, holidays, or schedules. This approach is, of course, very unpopular and is not being used at this time. Substitutes from system headquarters should be used in the absence of regular staff.

(2) Professionals

The research team felt that the presence of a professional librarian made a noticeable positive impact on the libraries we visited. For example, the approach and services of the library at Logan or DuPage were far more professional than those staffed with non-librarians. *Recommendation: Each correctional institution should have a professional librarian, at least part time. This person should be in addition to the institutional coordinator.*

Where there are professional librarians--Dwight is a striking example--they are being misused for clerical and/or security duties. It makes no

Table 4-1. Library Staff of Illinois Correctional Centers: Spring 1982
(number of persons/hours of work per week) (note 5)

Name of Center/Library System	Civilian		Residents (note 2)		Total	
	Library Supervisors (1)	Clerical	Law Clerks (3)	Library Clerks (4)	No.	FTE (2)
A. Maximum Security						
1. Dwight/CBLS	2/13-35	--	2/80	1/40	5	4.2
2. Joliet/BOLS	2/75	1/25	4/150	3/112	10	9.0
3a. Menard/SLS	1/40	2/20-40	3/105	7/245	13	11.2
3b Menard Special Unit/SLS	1/40	1/40	--	3/51	5	3.3
(Menard subtotal)	(2/80)	(3/100)	(3/105)	(10/296)	(18)	(14.5)
4. Menard Psychiatric Center/SLS	2/6-40	--	1/40	3/120	7	5.6
5a. Pontiac/CBLS	2/30-35	--	4/120	11/310	17	12.4
5b. Pontiac MSU/CBLS	1/35	--	1/30	1/30	3	2.4
(Pontiac subtotal)	(3/100)	--	(5/150)	(12/340)	(20)	(14.8)
6a. Stateville main library/BOLS	3/112	1/38	13/488	8/300	25	23.4
6b. Stateville MSU library/BOLS	1/38	--	1/38	1/38	3	2.8
6c. Stateville staff library(6)/BOLS	1/40	--	--	--	1	1.0
(Stateville subtotal)	(4/150)	(1/38)	(14/526)	(9/338)	(28)	(26.3)
(1-6 subtotal)	(15/499)	(5/183)	(29/1051)	(38/1246)	(88)	(74.3)
B. Medium Security						
7. Centralia/CTLS	2/20-40	1/40	2/80	2/80	7	6.5
8. Graham/LCLS	1/32	2/80	2/50	3/75	8	5.9
9. Logan/CBLS	2/70	1/35	3/105	2/70	8	7.0
10. Sheridan/SRLS	2/80	1/40	1/40	2/80	6	6.0
11. Vandalia/CTLS	1/20	2/25-40	2/80	1/40	6	5.1
(7-11 subtotal)	(8/262)	(7/260)	(10/355)	(10/345)	(35)	(30.6)
C. Minimum Security						
12. East Moline/RBLS	1/40	1/40	--	2/32	4	2.8
13. Vienna/SLS	3/9-80	--	1/30	5/150	9	6.7
(12-13 subtotal)	(4/129)	(1/40)	(1/30)	(7/182)	(13)	(9.5)

(1) Includes professionals and paraprofessionals. Education ranges from MLS to high school diploma.
(2) On basis of 40 hour week.
(3) Includes legal advocate, legal assistant, law reference supervisor, etc.
(4) Includes audiovisual, segregation, protective custody, and MSU clerks.
(5) If the number of hours of work per week is the same for 2 or more employees, they are added together; if they are different, they are shown separately. In all subtotals and totals, they are added together.
(6) Data on this library are not included in any total or subtotal here.

Table 4-1 cont'd.

Name of Center/Library System	Civilian		Residents (note 2)		Total	
	Library Supervisors (1)	Clerical	Law Clerks (3)	Library Clerks (4)	No.	FTE (2)
D. Youth Centers						
14. Dixon Springs/SLS	1/2	1/25	--	--	2	0.7
15. DuPage/DLS	1/38	1/26	--	1/10	3	1.8
16. Hanna City/IVLS	3/4-80	--	--	--	3	2.1
17. Joliet/BOLS	2/75	--	--	2/20	4	2.4
18. Kankakee/BOLS	1/38	--	--	1/15	2	1.3
19. Pere Marquette/LCLS	1/8	1/40	--	--	2	1.2
20. St. Charles/DLS	1/38	1/38	--	--	2	1.9
21. Valley View/DLS	1/38	1/22	--	2/54	4	2.8
(14-21 subtotal)	(11/321)	(5/151)	--	(6/99)	(22)	(14.3)
GRAND TOTAL	(38/1211)	(18/654)	(40/1436)	(61/1872)	(158)	(128.6)

See p.iv of this report for the full names of the library systems.

sense to hire professional librarians to do non-professional work. *Recommendation: All correctional institutions should have ample clerical support, per the ACA/ALA Standards.*

If it is impossible to have an appropriate level of professional staff, more para-professionals should be hired for each institution. These staff members would act as the on-site library managers with professional support from circuit librarians. A circuit librarian is one who travels around visiting institutions weekly to provide purely professional assistance. Circuit librarians have been used in hospital libraries successfully;[10] Illinois could adapt the approach for its prison libraries. The most obvious lack of professional guidance in the correctional facility libraries was in reference and programming;[11] the circuit librarian could emphasize these services. The circuit librarian would not be a substitute for the institutional services coordinator who is responsible for supervision and system liaison; the travelling librarian would provide direct resident services. Only in times of dire financial problems should the coordinator and circuit librarian positions be combined, and then it is essential that the responsibilities--and amounts of time devoted to them--be specified. For example, the coordinator responsible for four institutions would spend one day at each with the fifth day at headquarters, acting as coordinator.

The point of these recommendations is to have more professional contributions to the library services offered. The use of circuit librarians is suggested only as a contingency plan if it is impossible to have one professional librarian in each facility.

(3) Recruitment and Retention

Finding qualified librarians -- even non-professional ones -- is a major problem cited by system directors and institutional coordinators alike. Librarians are reluctant to seek institution jobs because of the poor salaries, unpleasant working conditions, stigma within the profession, and the lack of upward mobility (job ladders). Many prison librarians take their jobs out of desperation or to get work experience. They move out as soon as possible, so turnover is rapid and seemingly endless. During the year of our study, seven of the 21 institutions changed librarians. Those librarians who do stay in correctional jobs do so either out of a genuine commitment to the work, or out of inertia. In either case, lengthy employment within an institution can lead to institutionalization of the librarian. Institutionalization can be defined as the absorption of institutional characteristics into the self. For example, the cruelty of punishment can become a personal characteristic of the library employee as well. Indeed, the research team noticed examples of this in a number of cases. At one institution, a staff member freely told me of her enjoyment of punishing people and her sense of power over the residents. According to work done by psychologists and sociologists, institutionalization is a serious problem in any walled setting. Philip Zimbardo found that when college students were selected at random to be "guards" over other randomly selected students playing the role of "prisoner," the "guards" quickly become indifferent and/or sadistic.[12]

A parallel problem for librarians who stay in the prison environment is that of burnout. Burnout can be defined as a state of indifference resulting from longterm frustration and a feeling of helplessness. Numerous librarians

referred to this problem themselves or referred to it in others involved with the provision of library services in prison. Burnout in prison libraries is a problem not unique to Illinois. The American Library Association is sponsoring a program at its annual conference (1983) on "Surviving and Thriving in Prison: Coping with Burnout." And library literature includes numerous articles on burnout and job stress of reference librarians in all types of libraries.

I feel that the problems of recruitment, retention, institutionalization, and burnout, can all be addressed by two concurrent programs. *Recommendation: Librarians within the institutions should be rotated with positions at system headquarters.* This idea is not altogether a new one. While working in Pierce County, Washington, I witnessed a similar program, in which jailers and police officers rotated positions to keep the guards from becoming indifferent and to provide the police with an opportunity to see the end results of law enforcement. I feel that a rotation program would entice more librarians to work in prisons, resulting in better service to inmates. Knowing that the position was temporary would relieve the concerns of some librarians about the unpleasant surroundings and the lack of job mobility. The resultant publicity (or consciousness raising) among other staff members may eradicate the stigma of institutional work and provide a supportive library community outside the walls.

The prison libraries would certainly benefit from the healthy idealism of new librarians who have a current perspective of public librarianship. Perhaps some of the ineffectual librarians hiding in institutional work would be noticed and replaced. The system member libraries might benefit by such a program also. As LeDonne stated in her study, "Supervisors of outside library systems often saw institutional services as an opportunity to train promising staff members for future administrative positions."[13]

My other recommendation is far less radical, and should be considered whether or not the first is implemented. *Recommendation: Institutional librarians should have frequent opportunities for ventilation of their problems as well as for continuing library education.* The lack of regular meetings, institution visits, and workshops is appalling and is discussed further under system and state responsibilities.

(4) Pay Equity

A common complaint of civilian library staff members is the inequality of library salary schedules and those of the Department of Corrections. A surprising number of correctional administrators also mentioned the poor salaries of library employees. The ACA/ALA Standards state that "Personnel salaries shall be competitive with area, state, and national library averages and comparable to other professional personnel on the institution staff."

The salary situation is quite complex as one must take into account not only the Department of Corrections' pay scales, but those of the Illinois State Library, the DOC School District, the Department of Mental Health, and the ten library systems.

The Department of Corrections pays uniform salaries statewide, with no differences based on location. Department of Corrections employees are under a master plan that includes seven steps. The published salary range for professional librarians in FY 1981 was from $16,272 to $20,664. The Department

of Mental Health scale was even higher, ranging from $15,048 to $25,128. Under the school district's salary schedule--also a seven step plan--a teacher with equivalent training to a professional librarian (MA) earned from $17,185 to $22,037. The Illinois State Library's salary schedule was considerably lower. A beginning professional there earned from $13,417 to $17,172 in 1980/81, a department head from $15,480 to $20,388. One reason for the differences in pay among state departments is that the Department of Corrections and the Department of Mental Health come under the Governor's Department of Personnel, and their employees belong to AFSCME. Illinois State Library employees are under the Secretary of State, and are represented by the Illinois Federation of Teachers.

Most of the library systems pay even less than does the Illinois State Library, which has the poorest of the four state pay scales. In examining the three systems which have the most institutions, we find a wide range of salaries. Shawnee Library System paid its Librarian I (a non-professional) $15,880. The position is similar to the Bur Oak Library System's Library Supervisor I which pays $10,500 and Library Supervisor II which pays up to $12,000. Neither position requires an MLS. Note that the job titles are misleading in this regard. Bur Oak Library System pays its professional librarians (those with an MLS) from $12,000 to $15,000, depending on experience. DuPage Library System offers the highest salaries. Its librarians are degreed professionals and are paid from $16,000 to $19,000. This is still twenty percent less than the same personnel would be paid under Department of Corrections scales.

The library system directors report that they are tied to their headquarters pay scales; library boards do not feel that institutional employees should earn more than other library staff. As a consequence, Shawnee pays its prison librarians equivalently to its headquarters librarians but does not require the institutional librarian to have the MA required of other librarians. In this way, the prison (non-professional) librarian receives a type of incentive (or "combat") pay. Similarly, Bur Oak pays librarians with less responsibility in the institution more than their counterparts at headquarters who have more responsibility; as the amount of responsibility at the institution increases, however, the comparative financial benefit disappears. At the DuPage Library System, the understanding that correctional librarians not earn more than headquarters librarians has led to salary increases for headquarters staff!

Library system directors also report that their boards would oppose a statewide uniform pay scale because the board retains the authority to set salaries. Therefore, my *Recommendation: A statewide minimum pay scale for correctional librarians should be determined.* Systems such as DuPage, which consider the extra costs of living near Chicago, could pay their librarians more. Rural systems, which feel that they are at a disadvantage in attracting librarians, could also pay more. But no system could pay less.

There is still the problem of determining a fair minimum pay. This is beyond the limitations of this study. A strong *Recommendation: A job evaluation study of correctional library positions should be done.* Such an evaluation would collect job related facts, rank jobs based on their worth, and create a pay structure which reflects the different positions' values. People would then be appropriately compensated on the basis of the relative worth of

their jobs. Skill, effort, responsibility, and working conditions would be considered. Not only would there be equal pay for equal work (e.g., all circulation clerks paid the same salary) but equal pay for work of comparable value (i.e., library positions would be considered vis-a-vis correctional and educational positions).

I feel strongly that the pay parity issue is a significant one for correctional librarians. I have already referred to the problems of recruiting and retaining librarians for prison jobs; two of the barriers mentioned were poor pay and a negative image. Because we have a cultural value system of compensation--we pay people with higher status more money for their labors--the questions of stigma and salary are interrelated.

Until a proper job evaluation can be done, I would make the following *Recommendation: The average salary might be used as a minimum salary with the understanding that no one is to be paid less than his/her current salary.* Also, increased fringe benefits should be considered as compensation beyond salary. Such additional fringe benefits might include extra days' leave, shorter work week, and/or attendance at extra professional meetings. And, before any monetary calculations are done, consider this *Recommendation: Job titles should be made uniform statewide to alleviate confusion over prison library positions and their requirements.*

(5) Performance Evaluations

Currently, the institution librarian is evaluated only by the library system, although the on-site supervisor is defined by the Joint Statement as the warden or assistant warden for program services. Because it is important to further involve the correctional administration in the provision of library services, and to promote more meetings and communication between the assistant warden and the librarian, it seems appropriate to allow the on-site supervisor the opportunity to evaluate the librarian's performance. Since there are many problems between some correctional administrators and the librarians within their facilities, and because the librarian is an employee of the library system rather than the DOC, such an evaluation would be solely for information. The system would retain responsibility for the annual performance evaluation used for salary and promotion decisions. *Recommendation: The on-site supervisor should give an annual, written evaluation of the librarian to the system institutional services coordinator.* Copies should go to the system director as well. The evaluated employee should have an opportunity for a written response if desired. This is to be a courtesy evaluation only, on a simple one-page standardized form developed by the system or ISL with the cooperation of the DOC. It should be noted that a similar policy was conceived in 1971 by the ISL Consultant and his DOC liaison, but it was never officially presented for discussion. Also, the DuPage LS has had the on-site supervisor sign the system performance evaluation of the librarian (along with the institutional services coordinator), and has reported no problems with this involvement of the institutional administrator.

B. Resident Staff

(1) Staffing Levels

In sheer numbers, Stateville is most impressive with thirteen law clerks and eight general clerks (and a total of 23.4 FTE), compared to Menard which has 3 law clerks and 7 general clerks (11.2 FTE); see Table 4-1. As with

civilian staff, the philosophy of the system and/or the institutional coordinator seems to be the main factor in the differences in staffing levels.

Not only do the number of resident staff vary from institution to institution, but the attitude toward the resident clerks and the salaries paid them fluctuate widely. The most dramatic example is at Stateville. Bur Oak Library System views all of its employees, civilian and resident, as part of its staff. The coordinator refers to all of the institutional staff as a family. The resident pay is high ($55 to $110 per month) as are the fringe benefits. The system board approved the concept that vacation, personal, sick, and education leave should be the same for residents as for civilians (the coordinator is currently negotiating with the Department of Corrections on this). A problem arose during the accreditation process when the institution was cited for noncompliance with key control guidelines because resident library clerks had keys to the library. The institution sees the residents as inmates first; the library system views them as employees first. A similar disagreement occurred at Pontiac when a prison administrator halted classes taught by residents rather than civilians. The Corn Belt Library System stated that the residents were teaching in their official capacity as staff members; the administration did not agree.

On the other side of the coin, the three resident staff members in the Sheridan Library are now institutional employees rather than Starved Rock Library System employees because the system was threatened with a lawsuit. Inmate library clerks were demanding a minimum wage; the institution picked up their salaries because the Department of Corrections is exempt from minimum wage laws for resident workers.

(2) Pay Equity

The Department of Corrections waiver from the minimum wage requirement raises the serious question of pay equity for residents. Although there has been more discussion of pay discrepancies for civilians, a word on resident pay seems necessary. In nearly all of the institutions, library clerks are paid more than workers in other areas of the institution, with the frequent exception of prison industries. Only one warden felt that the lucrative pay was a problem, and he was not specific when I questioned him about it. At Dwight, there is no problem now if there ever was one--the pay for other jobs was raised to meet that of the library clerk.

The problem statewide is that the pay is not uniform among institutions. At the youth centers, pay ranges from 20-30 cents per hour at St. Charles to 60 cents per hour at Kankakee. At the adult centers, the range is $25 per month at Vandalia to $110 per month at Stateville. A real problem is created when resident clerks are transferred between institutions and expect to receive the salary they had earned before. *Recommendation: Pay scales should be uniform for all resident clerks.* It may be necessary to have two scales, one for the general library and one for the law library. And of course, various steps on the scale are important.

This raises another point. Most library systems have position descriptions for the resident jobs; all should. Bur Oak Library System has a series of proficiency tests for job applicants as well. *Recommendation: Standardized application, testing, and evaluation forms should be designed, and uniform job titles be used.* In addition to ensuring consistency among institu-

tional libraries, tests and interviews are valuable learning experiences for residents who may wish to apply to libraries for employment upon their release from prison.

Section 5. Physical Setting of the Library

Unless in a new facility, a correctional library is likely to be squeezed into a room that was designed for some other function. Bright colors and picture windows are seldom part of the interior. Space is at a premium in any penal institution.

In visiting the correctional libraries in Illinois, we looked at the physical setting and arrangements for equipment, lighting, furniture, seating, and access within the center, in the light of the ACA/ALA standards for juvenile and for adult correctional centers.[14] With the exception of the two minimum security prisons, none of the adult centers comes close to having seats for 10-15% of their population. All of the youth centers achieve this percentage. The Standards should be used as 5-year goals.

A typical setting is a room in an older building with plain walls, few windows, and a handful of wooden or fiberglass chairs, most of them around the rectangular tables used by the residents for reading. Wall decorations consist of a few posters or art prints that show signs of age. Few information signs were noticed; those found were usually small ones with Dewey decimal range numbers, and gave little direction to use of library tools such as the card catalog or reference books. Only a small number of the adult libraries were decorated with current posters, plants, paintings and sculpture, and current awareness news articles. In constrast, the juvenile libraries usually had a mixture of these decorations.

The libraries at Stateville MSU, Vienna, and Logan give an inviting appearance. This resulted from conscious care about decoration and design even in as small a library as at Logan, which has 24 chairs and 4 tables for a population of 750. Posters, plants, signs, and information guides created an inviting interior.

For the most part, the furniture in the correctional center libraries is practical and without color, ornament, or attractive design. Chairs, tables, and desks, except at Graham and Centralia correctional centers, are plain in appearance. At Graham and Centralia (which use the same design), the library is located in the school building. Space is available for quiet study at carrells as well as for talking and listening to music with headphones. There are lounge chairs plus comfortable chairs for reading. The law library is in an adjacent room. The staff has a work room. One wall is made of glass that looks out onto the courtyard. The overall effect is that the room and furniture suggest its use as a library that is comfortable and pleasant.

All juvenile libraries are located in school buildings as are most of the adult libraries. Consequently there is limited access from offices and living quarters. This also means that access in evenings and weekends is hindered during the only time when many residents are free from assignments and able to visit the library. (See more on this under Access to Library Services, Chapter 4, Section 2.)

Because many libraries have small reading areas, the goals of a quiet, reading area and of a social area are frequently combined. Thus, one may say there is a quiet reading-social area. It is quiet in contrast to the usual noise of the cellhouse. About a third of the libraries are spacious enough to offer room for quiet concentration as well as for social conversation, for example, Stateville, Sheridan, and Vienna.

Sufficient space and organizational arrangements for staff collections are inadequate at all centers except at Stateville. There, two rooms are given to serve as the staff library; the location is at the front of the institution, quite distant from the residents' library. During our visit, there were a few chairs and lots of space. Shelf space was sufficient; most centers allocate a couple of shelves, usually in a corner away from easy view and access, such as at Dwight and East Moline.

Sec. 6. Collections

The ACA/ALA Standards state that the library collection for a prison with 300 adult inmates should have 12,000 titles or 5 titles per inmate whichever is greater. If the 12,000 titles are well-selected books with a diverse mixture of formats and reading levels on subjects related to the various social, cultural, ethnic, economic, educational background and interests of the residents, then this standard is one to strive for. If, in addition, a part of the collection (say 25%) consists of titles published in the past five years, this would help with the perennial challenge of relevancy.

If at all possible, the librarian should know something about what is in the books (especially non-fiction titles) on the shelf; this will help in book selection as well as in reader's advisory service. While selecting best seller fiction titles in paperback is easy, more difficult is selecting non-fiction titles. Biographies and history are traditional popular subject areas of inmate interest (see Section 3 of this chapter). But the social sciences (especially anthropology, economics, psychology, and sociology) as well as the science and technology areas are where standard, high interest readable titles of merit are more difficult to ascertain. This is especially true when the intended audience is the resident population. Here we would recommend reliance on the development of a bibliographic referral network among prison librarians, to disseminate information on titles they found helpful and also to request titles on subjects about which they were uncertain. Such cooperative selection and/or collection building would lessen the relatively high proportion of dry, unused social science and sci-tech titles that gather dust on the shelves.

In evaluating collections, we considered the size, quality, physical condition, number of books, periodicals, and newspapers, reference books, ethnic and hi-lo material, vocational and re-entry material, and audio-visual collections (see Table 4-2). Only five adult (Dwight, Menard, Vienna, Logan, Pontiac) and two juvenile (DuPage and Valley View) centers meet the quantitative part of the ACA/ALA standard of "no less than 12,000 well-selected titles or five titles per resident (whichever is greater)" for adult centers with 300 or more residents, and no less than 4,000 or twenty titles per resident for juvenile centers of 100 or more youth.[15]

Table 4-2. Summary of Responses from Correctional Center Libraries on Collections

Name of Center	Library Materials: 1981				
	Hard Cover			Periodicals	
	Law	General	Paperbacks	Legal	General
A. Maximum Security					
1. Dwight	2,116	4,604	6,936	4	81
2. Joliet	2,373	5,376	704	18	79
3a. Menard	4,528	18,777	7,604	6	108
3b. Menard Special Unit(b)	320	3,100	3,089	2	40
(Menard Subtotal)	(4,848)	(21,877)	(10,729)	(8)	(148)
4. Menard Psychiatric Center	2,578	5,810	2,246	4	44
5a. Pontiac	3,187	7,200	13,500	55	75
5b. Pontiac MedSU	900	800	3,500	3	36
(Pontiac Subtotal)	(4,087)	(8,000)	(17,000)	(58)	(111)
6a. Stateville main library	7,500	5,100	150	20	73
6b. Stateville MinSU library	385	2,190	850	6	35
6c. Stateville staff library(c)	16	653	27	--	--
(Stateville Subtotal)	(7,885)	(7,290)	(1,000)	(26)	(227)
(1-6 Subtotal)	(23,887)	(52,957)	(38,615)	(118)	(571)
B. Medium Security					
7. Centralia	1,405	1,593	556	5	105
8. Graham	2,005	9,800	(a)	1	59
9. Logan	1,889	4,163	8,647	2	64
10. Sheridan	3,352	3,776	10	10	92
11. Vandalia	1,700	4,430	3,389	16	100
(7-11 Subtotal)	(10,351)	(23,762)	(12,602)	(34)	(420)
C. Minimum Security					
12. East Moline	1,005	2,000	500	--	3
13. Vienna	2,737	16,300	(a)	2	65
(12-13 Subtotal)	(3,742)	(18,300)	(500)	(2)	(68)
Subtotal for All Adult CC	(39,980)	(95,019)	(57,717)	(154)	(1,059)
D. Youth Centers					
14. Dixon Springs	--	2,062	1,556	--	33
15. DuPage	46	4,852	(a)	--	35
16. Hanna City	27	983	803	3	50
17. Joliet	25	3,500	300	6	60
18. Kankakee	8	2,140	530	--	29
19. Pere Marquette	--	3,081	(a)	--	40
20. St. Charles	3	4,457	800	5	33
21. Valley View	21	3,701	1,607	3	74
(14-21 Subtotal)	(130)	(24,776)	(5,596)	(17)	(354)
GRAND TOTAL	38,110	119,467	57,313	171	1,413

(a) Included in hard cover count.
(b) Includes medium security, honor farm and condemned unit.
(c) Data on this library are not included in any total or subtotal here.

At that, we have data on the number of volumes but not titles held by these libraries. Furthermore, if "well-selected" is interpreted to mean of an appropriate readability level and with regard to the social, economic, ethnic, and educational interests of the residents, then all collections leave something to be desired. Those at Vienna, Logan, and St. Charles offered a variety of titles and reading level formats.

Most collections have some ethnic material such as biographies and fiction, but few examples of recent titles in this area were observed. One of the few was Richard Rodriguez's Hunger of Memory (1981) at Pontiac. Often we found multiple copies of titles that had not been checked out for some time, if at all, such as two copies of a history of Yugoslavia (at Menard) and thirteen copies of Coretta Scott King's biography of her husband (at Pontiac).

Given the low educational and reading level of residents, there is a major need to develop collections of hi-lo materials (i.e., high interest and low reading difficulty). Usually the only examples we saw of such titles were from one or two publishers with no diversity of reading levels or formats, and located on a couple of shelves separately from all other books. Such material needs to be integrated with the rest of the collection, and the on-site librarian should select and promote this material so that residents will be motivated to use it.[16]

Representative collections in Spanish and in English by Hispanic authors were found only at Logan and Vienna. A token title or two, such as the New Testament in Spanish, was more typical.

The ACA/ALA newspaper standard for adult centers is twenty titles and for juvenile centers ten. These numbers appear to be too high even for a public library and none of the centers subscribed to this many; three or four was a more common number.

Among periodical subscriptions, forty to eighty are recommended for juvenile centers and sixty to eighty are recommended for adult centers. Five juvenile (Dixon Springs, DuPage, Kankakee, Pere Marquette, Hanna City) and ten adult (Dwight, Joliet, Menard, Pontiac, Centralia, Graham, Logan, Sheridan, Vandalia, Vienna) centers meet at least the lower figure. Again, as in the book collection, only a handful of magazines reflecting ethnocultural minorities were seen at any correctional center, for example, Ebony, Jet, Nuestra. There is a need for more ethnic titles than these few.[17]

The standard for filmstrips is one title per resident up to 300 titles; thereafter, one title per four residents. This is also the recommended number for cassettes and disc recordings. Among the adult centers, Dwight, Logan, Menard Psychiatric, and Vienna meet this figure for filmstrips or cassettes. The juvenile standard is for ten filmstrips per resident and six to ten cassette and disc recordings per resident. None of the youth centers meet this level. Those at Dixon Springs, DuPage, Hanna City, Pere Marquette, and Valley View have better collections in these two areas than the other youth centers.

In the face of competition from demands and requirements for legal materials, and of a decline in book budgets because of inflation and no increase in the overall appropriation, general library collection development is an endangered species. For example, except for Logan and Vienna, nonfiction titles seen were mostly older ones. The number of subscriptions to

periodicals and newspapers has been cut in recent years at many correctional centers, such as at Vienna. When library budgets are cut, expenditures for reading materials are the first to be lowered so that staff may be retained. Cooperative collection building, however, could help to alleviate this trend (see Chapter 3, Section 2 "Resource Sharing"). Realignment of library program priorities is essential so that more emphasis is given to collection development. *Recommendation: The correction center libraries should concentrate on books and other materials which are appropriate to the reading levels and subject interests of the residents.* The ACA/ALA Standards should be used as 5-year goals.

Section 7. Staff Libraries

Although the Joint Statement refers to library services for residents and staff, not all Illinois institutions have staff libraries. This may be because the program was limited to libraries for residents when it started under LSCA monies. Since 1975, however, staff libraries have been considered part of the institutional library services program. The staff libraries in the adult prisons were most disappointing; in the juvenile centers they were somewhat better. Perhaps the poor quality of the former results from the lack of knowledge about the staff's reading needs, whereas the youth center librarians have a sense of the materials the teachers need in their work. None of the institutions had done a reading needs assessment of the security staff. Most of the librarians seemed disinterested in serving staff and justified this feeling by reporting that few staff members used either the staff or residents' libraries. A small but steady minority of staff (mainly program staff) are library users who usually request periodicals, books on a hobby or special interest, best sellers, and/or materials for their own continuing education.

In most facilities, the professional collection is housed in a few inaccessible shelves. In some--e.g., Valley View--it is in the library workroom, and in many--e.g., Pontiac and Menard--it is in a locked section. In addition to not being displayed or promoted, the collections are not cataloged in most instances. The collections in the adult prisons consist of older materials; it was rare to find a publication date newer than 1975. All the books at East Moline and Dwight were from the penology series of one publisher. Very few institutions had periodical subscriptions; the journals at most--e.g., Stateville--were donations. The youth center collections were far better, especially those in the DuPage Library System. A cooperative purchasing program among its three libraries has resulted in the availability of professional periodicals in psychology, corrections, and education. These three subject areas are fairly well represented in the youth center libraries, especially at DuPage YC.

The staff libraries reflect their librarians' disinterest and the staffs' disuse of them. Only at Stateville did we witness a renewed interest in the staff library, with a shelf of newer materials awaiting processing, a plan to route articles to administrators, a new newsletter for staff, and a separate staff library room with its own attendant. This library has its unique problems, however, in that it is used as a mailroom for all of Stateville's incoming library materials, some of which are also processed there.

It is understandable that staff libraries are a low priority. Correctional center staff members do have access to other libraries whereas the residents do not. And in times of tight funding, the money is more urgently needed for the resident libraries. On the other hand, there is no better method for enlisting the support and aid of the correctional staff than provision of library services for them. Under the FY 1984 funding request formula, Stateville is slated to get $30,000 for its staff library. Perhaps the facilities can take turns in receiving staff library grants. The DOC should also take some of the responsibility for funding libraries for its own personnel. Cooperative ventures, backed by an aggressive ILL policy, can also help.

Meanwhile, a needs assessment for the staff should be done. Based on the results, weeding and new selections should follow. Materials should be publicized and displayed. If at all possible, a current awareness program should be instigated. This could be a cooperative effort among similar institutions, with all the librarians sharing the work. A simple method is the photocopying of the tables of contents of professional journals; the photocopies are then routed to staff with instructions to mark any articles of special interest. These are then sent to the interested individuals. As the librarian becomes aware of the staff members' needs, he/she can alert them to new books and journals as they become available, and can ask for their suggestions for future purchases. Only at Vienna did we see a staff reading interest file.

The staff libraries can be an important facet of continuing education for correctional staff. They can also contribute significantly to the acceptance and support of institutional libraries by the staff. For both of these reasons, the following recommendation is made. *Recommendation: The staff libraries should be reconsidered in program planning and given a higher priority.*

Section 8. The Libraries in the Illinois Youth Centers

It is difficult to evaluate--or even discuss--the youth center libraries when considering the adult prisons. The juvenile and adult facilities are as different from each other as they are alike in their correctional purpose. Actually, even their goals and objectives are different in that the youth centers seek to provide rehabilitation and education while the adult prisons make no such claims.

Because the youth centers range in number of residents from 54 to 394 (as compared to 200-2596 in the adult institutions), access to the library is usually less of a problem. The great majority of youths are in school, so scheduling them to use the library can be easily and logically done. Since the focus is on education, the on-site supervisor is often an educational administrator (or principal),[18] and the center staff includes teachers. The resultant attitude toward the library is far superior to that of the correctional officers in the adult prisons. In addition, the youth centers' administrators are accustomed to dual reporting procedures (i.e., library system and DOC) because they must deal with the school district which has them also. The attitude of the library system boards (and, in some cases, the system directors) is much more favorable toward juvenile than adult offenders, which further eases the situation.

This is not to say that the libraries in the youth centers are exempt from problems, but that some of those problems are unique to the juvenile facilities. The most striking example is that of the status of the general library materials and programming. In the adult institutions, the general library is a stepchild to the law library. In the youth centers, it is a poor second to the learning center. Many correctional administrators--and librarians--stress that the library in a youth center is a school library first and foremost. In some facilities, e.g., DuPage and Joliet, the library must be closed whenever the school is closed. One librarian, who is proud of his learning center, reported that "I discourage teachers from sending kids to the library just to listen to records and tapes...they should use it for learning." Another said that he discontinued weekly films and daily music in the library because it was "too entertainment-oriented. The only profitable library activity is reading." But the ACA/ALA Library Standards for Juvenile Correctional Institutions state "The library in a juvenile correctional institution shall function as a combination of a school library and a public library." Fortunately, at least two Illinois librarians remember that these libraries are to be public and school libraries in one. As one said "It is a public library--to teach kids that the library on the outside is an okay place to go."

Another problem that arises only in the youth centers is the misuse of the library as a "holding tank" and as a substitute teacher for students. When a teacher is absent, the class is sent to the library so that the center does not need to employ a substitute and thereby saves money. The library staff does not enjoy these roles, and the students feel their frustration and resentment. The youths, too, vent their dissatisfaction onto the library. This is the foremost conflict between administrators and librarians in the youth centers. A few centers have tried to alleviate the problem. At Valley View, local teachers are hired as substitutes more often than they used to be. At DuPage, students without a teacher are dispersed through the remaining classes or are returned to their cottages. At the larger institutions, the library is used as a substitute for the classroom at least one period a day. This, of course, is in addition to the teachers using it as a study hall for some students or as a class period for all the students in one class.

The facilities should all have funds for substitute teachers and lists of those available; the libraries should not be used as substitute teachers or waiting areas. The Joint Statement says "The library is to be used exclusively for library purposes and shall not be used as a holding area or for any other purpose without prior approval of the librarian; exceptions can be made by the Chief Administrative Officer during emergency situations." In preparation for such emergencies the librarians should produce lesson plans utilizing the library; any time in the library should be used as well as possible. Films might be used during these times, too. The research team witnessed students sitting at library tables, staring straight ahead at nothing, while library staff went about their duties disinterestedly.

This raises the question of classes on how to use the library. None of the centers is offering a library skills class, although this is a clear need and would fulfill an objective of preparing residents for using community resources on their release. Such a course could easily be offered during the library periods that are scheduled in some institutions; at others it

could be an elective class. The library should certainly offer special library programs, also, to acquaint residents with the varied services a library can provide.

At most youth centers, residents are scheduled to use the library. Students at Kankakee spend at least one 45-minute period each day in the library. At Joliet, students are scheduled into the library once or twice a week for a 45-minute period for each class they attend--some students come many times a week. At St. Charles, three students from each class may come to the library each period; they must request a pass from the teacher. At Valley View and Pere Marquette, too, the youths are not scheduled in, but may come with a teacher's pass. The library at the DuPage Youth Center is open throughout the school day; it is literally in the center of the school and easily accessible. Dixon Springs also allows residents to use the library whenever they want, if they are not scheduled in class and the library is open (it is open 25 hours per week). Restrictions only occur when the small room is full; there is a limit of 20 people in the room at one time. Similarly, Pere Marquette has a limit of 15.

Ironically there are disadvantages to the library being an officially scheduled period for the students. In some institutions (e.g., Joliet) teachers often bring their classes to the library; the library is then closed to everyone else because of space constraints. Weekend hours are not even considered because it is assumed that coming with a class, with or without a teacher, and by pass from class is enough. Again, this is because the library is viewed as solely an educational tool. Perhaps the worst result is that some kids spend a large portion of their school hours in the library, whether or not they wish to do so; the library is tainted in their minds by that experience.

Lack of access is usually only a problem for off-grounds workers or students. For example, at Kankakee the 10 youths (15% of the population) who work at Manteno Mental Health Center are limited to using the library on their day off; there are no evening hours unless there are more residents in the work-away program. The situation is the same for workers and off-campus students at DuPage. Pere Marquette library has evening hours once a week, and Dixon Springs is open on Saturdays. But these are the exceptions. Even at the largest youth center--St. Charles--there are no weekend hours.

The youth centers, with the exception of Valley View, do not have correctional officers in the library as most adult institutions do. Instead, the teachers are responsible for maintaining discipline. When the students are in the library, the librarian is expected to assume the duties of disciplinarian. This is the second major disagreement between the librarians and administrators. The librarians contend that they should not be expected to supervise the students because they are not DOC employees. But often there is no non-library staff to write reports on unacceptable behavior, etc. When teachers are present with their class, it is a debate as to who is responsible for monitoring the students. In some facilities, e.g. Joliet, there is a correctional officer in the school building and available to the librarian, but the librarian is still presented with the conflict over who is to be in control of the residents in the library room.

The cost per resident in juvenile centers is nearly twice that in adult facilities because of the smaller populations. Valley View and DuPage each have approximately 5,000 volumes; they meet the ACA/ALA Standards for Juvenile Correctional Institution Libraries. Because DuPage has only 78 residents the cost per resident for materials is high. Kankakee, for example, has 2,670 volumes, Dixon Springs 3,618, Pere Marquette 3,081, and St. Charles 5,257 (but should have 6,000). The "avid readers" do not have enough titles to select from. This problem has been nearly solved by the use of ILL. Another expensive component in library service to small youth centers is staff. Dixon Springs has just 66 residents; Shawnee Library System could not justify a full-time library assistant there. The position was cut from 40 hours per week to 25 which has caused some dissatisfaction.

At some facilities (e.g. DuPage) students are charged for lost, damaged, or stolen books; although the library initiated this policy, the institution agrees with it. At Pere Marquette, however, the administration wants a policy of restitution but the library system will not allow it. A compromise was reached whereby the student is "taxed" into a library fund which can be used to replace materials as needed. A statewide policy is needed on this matter.

One of the most positive aspects of the youth center libraries is a much better use of audiovisual materials than in the adult institutions; for example, Valley View owns nearly one AV kit per resident and 150 were used in the library during one sample month. DuPage used 68 AV kits and St. Charles 45 in a randomly chosen month. In addition, some of the youth centers show films rented from SAVS (Suburban Audiovisual Service), and many have music recordings and cassettes. Some of the AV materials were bought with Title IVB funds which the principals passed on to the libraries (e.g., DuPage, Valley View, Joliet). This is in accordance with the Joint Statement, yet many facilities are not doing so.

The youth center libraries are busy, with high circulation and heavy use. Most of them have a cheerful atmosphere and relatively few problems with residents or administrators.

Section 9. Resident Advisory Committees

Both the ACA/ALA Library Standards for Adult Correctional Institutions and the ACA/ALA Library Standards for Juvenile Correctional Institutions require an advisory library committee composed of representatives of the various departments of the institution (i.e., correctional officers, administrators, educators, etc.) and of the inmate population. Its purpose is to "provide a means for insuring that library services are responsive to the needs of the institutionalized and the staff." Eighteen of the 21 correctional facilities in Illinois have no library advisory committee. Pontiac has a committee on paper only; it does not meet. Stateville has a committee composed of library workers which functions more as a participatory management vehicle. And the MSU at Stateville has a relatively new committee composed of three residents and one staff member; it is scheduled to meet every two weeks for four months and then change its members. *Recommendation: The program should have representative advisory committees at both the state and local levels.*[19]

1. DuPage Library System has had the warden participate in performance evaluations in concert with the institutional services coordinators; for more on the proposed personnel evaluations, see Chapter 4, Section 4.

2. Herbert Goldhor, "Interlibrary Loans of Illinois Public Libraries, 1978-1981," in Studies of Illinois Public Libraries Using Data From 1980-1981 (Illinois Library Statistical Report Number 3; ISL, 1981) p. 56.

3. National Center for Education Statistics, Statistics of Public Libraries: 1977-1978 (NCES 82-204; GPO. 1982) p. 125.

4. Book Reading and Library Usage: A Study of Habits and Perceptions (Princeton, NJ: Gallup Organization, 1978) p. 5-6, 22.

5. Carol L. Kronus, "Patterns of Adult Library Use," Adult Education (1973) 23: 115-31.

6. This may be one reason why juvenile center libraries are so well used. At Valley View, for example, an average of 150 students (60% of the total population) visits the library daily.

7. Barbara Slanker and Joan Bostwick. "Regional Library System Based Library Services to Residents of State Correctional Facilities: An Evaluation of the Project," Illinois Libraries (Sept. 1974) 56:517-534.

8. Note that this is in addition to systems' institutional services coordinators.

9. The Standards do not give specific requirements for prisons with over 500 inmates. ALA/ASCLA is currently considering preparation of a pamphlet of guidelines for implementing the Standards.

10. The most recent article on this is Linda Plunkett, et al., "Circuit Riding: A Method for Providing Reference Services," Special Libraries (January 1983) 74:49-53.

11. See mor n this in Chapter 5 on "Library Outreach."

12. Philip G. Zimbardo, et al. "The Mind is a Formidable Jailer: A Pirandellian Prison," New York Times Magazine (April 18, 1973): 38-60.

13. Marjorie LeDonne, Survey of Library and Information Problems in Correctional Institutions (Washington: Department of Health, Education and Welfare, 1974) Volume 1, p. 38.

14. ACA/ALA Health and Rehabilitative Library Services Division/Joint Committees on Institution Libraries. Library Standards for Juvenile Correctional Institutions (ALA, 1975) p. 4-5; ACA/ALA Library Standards for Adult Correctional Institutions (ALA, 1981) p. 14-15.

15. Ibid., p. 4, and p. 9-10.

16. See High/Low Handbook: Books, Materials, and Services for the Teenage Problem Reader, compiled and edited by Ellen V. L. Bretto (Bowker, 1981).

17. Recommended Black titles include: Black Books Bulletin (Q), The Black Scholar (Bi-W), Black Sports (M), Buffalo (M), Encore: American & World Wide News (M), Freedomways (Q), Negro History Bulletin (Q), World Muslim News (W). Recommended Hispanic titles are: La Ruza (D), El Manana (D), Nuestro (M), Mexican-American Legal and Educacion Fund Newsletter (M), Selecciones del Reader's Digest (M). Q = quarterly; Bi-W = bi-weekly; M = monthly; W = weekly; and D = daily.

18. The principal reports to the Assistant Superintendent, who in turn reports to the Superintendent. This is based on the concept of the library as an adjunct to the education department.

19. For more on this, see Chapter 2, Section 1.

Chapter 5. LIBRARY OUTREACH: READER MOTIVATION/STIMULATION

by Christopher R. Jocius

> How many a man dated a new era in his life from the reading of a book.
>
> --Thoreau, Walden

> The importance of helping persons who are acquiring literacy skills and knowledge to develop patterns for the use of materials cannot be overemphasized. ... Librarians must prepare staff and develop collections that really assist adult new readers in continuing to practice their newly acquired skills.[1]
>
> --Helen H. Lyman

Looking at correctional institutions as a whole, the librarian becomes conscious of the interdependency of the community of people within the walls. The men and women residents, as well as the people who work as administrators and staff, all come from a variety of backgrounds with different reading interests. Their expectations about themselves play an important part in how they relate individually to the library. If a prison library is to develop as a service program, these expectations as well as the information needs and wishes of residents and staff must be assessed and responded to by the librarian and the library staff.

Although librarians try to serve residents who come to the library, our visits to the centers and our interviews with the residents indicate that many residents are unfamiliar with library services. Many residents with regular access to the library see it as a social center rather than for its potential to offer learning and recreation resources. The books, moreover, represent material that presumes at least a twelth grade reading level and above average motivation for their use. Illinois residents have an average reading level of 7.6 for the adults and 4.9 for the juveniles.[2] Misinformation about society and its institutions is the norm for most residents. A life of failure helps prevent residents from acquiring self-development and coping skills. These problems represent hurdles to library outreach.

The ACA/ALA Standards state that reader services "shall" include library orientation, information and reference service, learning resources for school programs, guidance service with material for careers, hobbies, and self-understanding, and materials to meet reading levels and to develop reading skills. Conscious motivational planning is urged through a mixture of program activities.[3] We here summarize facets of these goals that require development and strengthening.

Three aspects of library outreach will be reviewed here. First is the need to study the community of users within the correctional center (both residents and staff). Second is the role of collection development to reflect the community's information and reading needs and wishes. And finally we discuss the importance of the principle of lifelong learning and the role of the library for both formal and informal learning.

Sec. 1. The Community of Library Users.

> Inmates of State prisons are predominantly poor young adult males with less than a high school education. Prison is not a new experience for them; they have been incarcerated before, many first as juveniles. The offense that brought them to prison was a violent crime or burglary. On the average, they have already served 1½ years on a maximum sentence of 8½ years. Along with a criminal history, they have a history of drug abuse and are also likely to have a history of alcohol abuse. They are typically housed in a maximum or medium security prison where they are likely to be sharing their living space with at least one other person.[4]

Every librarian needs to know as much as possible about his/her community of potential users. In the case of the correctional center, learning about residents, administrators, staff, and their reading needs and interests is essential for developing support for and use of the library. Given the institutional setting of the prison, such information gathering always will be a continuing challenge to the librarian, but it is one which must be met. By understanding the users, the librarian can better work on collection development and other library services for them.

The resident population of adult and juvenile correctional centers consists of men and women from various social, economic, educational, cultural and ethnic minorities. They are involved in the challenge of the socialization process in addition to their current status as prisoners. As Helen Lyman observed:

> ...human beings fail to fit into neat categories and refined definitions. Patterns of behavior vary. Social change continues. Current publications transmit, reflect, and challenge social patterns. A changing society and changing values lead to changing roles and countercultures. Changing values and cultural pluralism are bringing to the fore cultural differences and new emphasis on ethnic and national groups in the United States.[5]

By gaining awareness of the community to be served, the librarian will develop a more responsive library to the diverse group of staff and residents. There are many possible approaches to this learning. Thus, some librarians attend center staff meetings on a regular basis. At Joliet Correctional Center there is an annual Reader Interest Survey that asks library users to indicate subject preferences which are used to guide collection development. Also at JCC, there is a weekly current events/book discussion group which helps the library staff to know the residents who attend. At Hanna City there is an annual survey of teachers about their classroom library needs. The librarian at Vienna Correctional Center maintains a file on staff reading interests. General Education Development and Adult Basic English programs in literacy skills are offered at many centers. The teachers are another source of information about the residents' reading needs; this is an area for development of contact and support.

Careful evaluation of library resources is needed to adjust traditional collections (such as the middle class ones we found at the centers) so that library materials will be of interest, will support identity development, and will stimulate learning. Library programs will be ignored if the developmental needs and cultural background of the library community are unrecognized.[6]

The residents come from multicultural neighborhoods and communities where value systems often come into conflict, leading to violence and crime. In order to deal with the social dynamics of diverse groups in institutions, one can get help from anthropology and folklore. Cultural anthropology tries to explain and understand the behavior patterns among groups.[7] The underlying role of folklore in learning and in communications is explained by Barre Toelken:

> Folklore comes early and stays late in the lives of all of us. In spite of the combined forces of technology, science, television, religion, urbanization, and creeping literacy, we prefer our close personal associations on the basis for learning about life and transmitting important observations and expressions. ...Folklore structures the world view through which a person is educated into the language and logic system of this close society [the family, occupational groups, ethnic community].[8]

Although over one-third of the residents are part of a formal learning program, most need and will respond to one-to-one service. "Those adults who have little schooling, many problems, and a history of disappointments require direct personal service, carefully selected materials of immediate use, and more referral services for a longer period of time."[9]

Librarians must realize that all adults behind the walls are in transition between their past and their expected future roles, life styles, and environments. Their inner world incorporates some combination of expectations. The social psychologist Bernice Neugarten outlines this process:

> Adults carry around in their heads, whether or not they can easily verbalize it, a set of expectations of the normal, expectable life cycle. They internalize expectations of the consensually validated sequences of major life-events--not only what those events should be but when they should occur. They make plans, set goals, and reassess those goals along a timeline shaped by these expectations.[10]

Books on the social psychology of adult development should be consulted.

At the same time, the adult needs competency in basic skills in communication, computation, problem solving, and interpersonal relations. Guides to these skills in various formats need to be added to other relevant nonfiction titles to form a core collection closely related to living in our complex society. These people are part of the group that has been described as "the information poor" for whom many problems such as their own imprisonment, as

well as divorce, child custody, etc. involve legal questions and social agencies.[11] The residents need to learn how and when to seek information from library resources.

Recommendation: User information should be gathered regularly in ways such as those described. This is difficult in penal institutions which restrict movement as well as contact between residents and staff.

Sec. 2. Collection Development.

> ...changes in reading habits are rarely talked about. They occur because both internal and external forces have influenced the reader, and reading materials were available to satisfy a need.[12]
>
> --Ralph C. Staiger

For the most part, the collections we examined represented a range of traditional titles and best sellers. Non-fiction materials tended to be older, out-of-date, or not highly relevant to the minority backgrounds of the residents. Materials for the adult new reader were the smallest part of the collections; often they were from only one or two publishers and of the same format and reading level. Books remaindered from publishers were common. It is helpful to save on discount titles, but not if these are of limited intellectual challenge and emotional impact for most residents. All collections could gain space by weeding duplicates and old or less relevant titles (that would be read only if no other choices were available).

In general, aside from recent best sellers in paperback, all collections (except those at Logan, Vienna, St. Charles, and Valley View) showed noticeable signs of malnourishment. At Stateville, new titles for special courses were locked up in a cabinet pending approval for the class; otherwise the collection there was the least appealing of all, because of age and subject. Paperback fiction had been disallowed because of a previous problem in the library. The general collection numbered about one title per resident. Of all the centers, common reasons cited for this neglect of collection development were the drain of funds for law materials, the decline in library budgets as new correctional center libraries absorb funds from the static budget, and high theft rates.

Because our interviews indicated a diverse range of reading interests of the residents, we recommend that collections need to offer a wide mixture of relevant subjects and reading levels as specified in the ACA/ALA standard. Essential guides are the writings of Helen H. Lyman, Reading and the Adult New Reader (ALA, 1976) and Literacy and the Nation's Libraries (ALA, 1977), for evaluating material for the adult new reader and for juveniles. Helen Haines' classic guide to book selection skills is always helpful, Living with Books: The Art of Book Selection (2nd ed., 1950). Awareness of the reading process and problems is also basic to the librarian's skills; a recent useful guide is Reading Diagnosis and Remediation by Don A. Brown (Prentice-Hall, 1982).

Adult New Readers: - The librarian is confronted by having to learn about social, economic, and ethnic groups that are not of the mainstream.

At the same time he/she needs to develop a collection that will be of interest to a varied clientele, a large percentage of whom may be classified as adult new readers. In a national 1982 prison study, Conrad notes that at least 20-30% of the inmates were functionally illiterate, i.e., with less than a fifth grade achievement score.[13]

Some residents in the Illinois correctional centers are enrolled in Adult Basic English and General Education Development programs. Some work on assignments during the day. Others are in vocational education programs. And still others are in their cells whether in a form of segregation or for lack of a program activity. Most of these persons are "...men and women whose common bond is failure at everything they have tried in conventional life and at most of the actions they have taken in unconventional life. They will continue to fail in considerable numbers, but their occasional modest successes are the evidence of what can be done."[14]

All collections need to have a more varied mixture of material and reading levels. This is most apparent in reading matter for the below average reader. Standard annotated guides to material for the adult new reader include Reader Development Bibliography, 3rd ed., compiled and annotated by Melissa F. Buckingham (New Readers' Press, distributed by R.R. Bowker, 1982) andBooks for Adult New Readers: Materials for Literacy/Adult Basic Education Collections, [an annotated catalog, free] prepared by Melissa F. Buckingham (Baker and Taylor, 1982). The annual literacy article of the ALA Yearbook should also be consulted.

Reentry Materials: - Reentry materials were not emphasized in the institutions. Several libraries have a modest number of special publications about employment (e.g., Occupational Outlook Handbook), job searching, etc. These materials, however, need to be organized and displayed for easy access and use in addition to being expanded with variety and a mixture of reading levels, as recommended in the ACA/ALA standard. The youth center at St. Charles, an exception, uses a display area of such various titles.

Librarians ought to determine in which urban areas their residents will live when they are released. Then, the librarian should gather information (e.g., address, phone number, and hours) about social agencies, legal aid offices, state employment offices, etc. In corresponding with the city public libraries, the prison librarian should explain to them the basic needs of residents when they are released. Also, he/she should try to find out if there are any public job-assistance programs. A folder or card file with such job, housing, and social service agency information would be very valuable in a prison library. Subscriptions to newspapers from these large urban areas also would help residents answer these questions.

Ideally, the urban public library will set up special files of practical information for former institutional residents. For example, a grant-funded project of the Westchester Library System in New York set up a counseling center for adults seeking job information and job application procedures.[15] In essence, it is a program of counseling and educational brokering for people in the form of a fifteen hour Career Development Seminar. It guides people to school programs and personnel offices but, like any good library program, it also tries to lay the foundation for learning the process by which to seek classes or career choices/changes. This possibly could be

adapted to the restricted conditions of a correctional center library until public libraries develop such liaison programs with state institutions. Also, prison librarians could act as consultants and catalysts for the public libraries to move in this direction.

Ethnic Cultural Heritage: - In looking at the collections with regard to material on ethnic minorities, we found some material on Blacks and Hispanics both in fiction and non-fiction. Almost all items, including ethnic reference materials, were older publications. The collections at Logan and St. Charles were exceptions. The librarian has to be energetic and imaginative to locate the small ethnic publishers. Recent and relevant publications by and about ethnic minorities are seldom included in book lists or major publishers' catalogs. One approach is to visit book stores in large cities like Chicago that specialize in this material.

Another way to gain awareness is to subscribe to newsletters and other ethnic periodicals that review and advertise ethnic material; see A Directory of Ethnic Publishers and Resource Organizations (Marjorie K. Jomaro, compiler, ALA, 1979). A basic buying list is in preparation by the Library Services to Spanish Speaking Committee RASD/ALA. Another useful list is "Selected Spanish Language/Spanish Heritage Periodicals: An Annotated List" prepared in 1981 at the Chicago Public Library. A good background resource manual for Spanish material is Robert P. Haro's Developing Library and Information Services for Americans of Hispanic Origin (Scarecrow Press, 1981). Other sources for current awareness of Spanish related materials are the book review "Lector" from the California Spanish Language Data Base (604 William Street, Oakland, CA 94612), and the bi-monthly book review column of Hispanic books in Booklist. For adults and young adults a helpful bibliography is Daniel Flores Duran's Latino Materials: A Multimedia Guide for Children and Adults (ABC-Clio, 1980). Also for young adults is the helpful Motivating Children and Young Adults to Read, edited by James L. Thomas and Ruth M. Loring (Oryx Press, 1979).

For all reference collections, the Harvard Encyclopedia of American Ethnic Groups, edited by Stephan Thernstrom (Harvard University Press, 1980) is recommended. There are 106 group entries and 29 thematic essays, such as "Literature and ethnicity," plus numerous maps. The bibliographies added to the articles cite publications, some of which are aimed at the medium-sized public or college library.

One possibility for supplementing collections with regard to ethnic materials is to seek donations of duplicates from libraries that gather this material. The Vivian Harsh Collection of the Woodson Regional Branch of the Chicago Public Library and the Afro-American Departmental Library of the University of Illinois at Urbana-Champaign have expressed a willingness to consider requests from Illinois correctional center libraries for duplicate material, and will offer suggestions of titles of interest to residents. Other public libraries may also be willing to support such kinds of collection development.

Correctional center librarians now make occasional visits to bookstores to purchase new paperbacks. In addition they ought to develop contact with used book stores. Such stores in Chicago, St. Louis, Carbondale, and Urbana-Champaign constitute a source of ethnic and other high demand titles in paperback that can replenish supplies in satellite areas such as segregation, reception, and the hospital.

Section 3. Lifelong Learning

> ...Twenty percent of adult learning is planned by a professional.... The remaining 80 percent of adult learning... is not particularly visible. That is because most of it is planned by the learner himself or herself. Most of it is self-planned, self-guided, as the person goes along from day to day.
>
> ...a person may be especially likely to make very few learning efforts if (1) his habitual reaction to new situations and requirements is negative, (2) he does not react positively to ambiguity, puzzlement, and unanswered questions, (3) he is fearful of failure, (4) he rarely returns to a task when interrupted, (5) he cannot clearly see the gap between his present self and his ideal self, and (6) he has not yet reached a high level of ability in thinking in a flexible and integrated manner.[16]

While most adult learning is self-determined, adults such as most residents who have had problems in learning how to learn often will not even try, unless they can be guided to see alternatives. As many librarians have noted, the value of the library, whether public or in a correctional center, is that it can give a non-threatening atmosphere, a collection of books and audiovisual materials, and an opportunity for personal assistance without judgment or patronization. The correctional library has the potential to offer these assets.

The challenge in developing the library as a community learning center is that the needs of the community of potential users must be recognized not only in the materials but also in the response of the librarian to the user "in developing a learning program of real worth, which will be of sufficient relevance to encourage interest and pursuance."[17] If the library and its staff can improve the skills of lifelong learning, then the correctional center residents will be encouraged to continue such learning during and/or after incarceration. Usually the subjects selected for study reflect the person's problems and interests. Thus the librarian will focus collection development and informal educational opportunities on the reading interests and needs of the residents.

Confronted by the challenges of adult independent learning, the correctional center librarian will find help in the Spring 1983 issue of Library Trends entitled "Adult Learners, Learning and Public Libraries" (University of Illinois Graduate School of Library and Information Science). Of course, each person will need to adapt these themes to the conditions of his or her own institution. But the potential for service to the residents as well as to the staff is inherent in every institution on a one-on-one basis when group gatherings are prohibited or restricted. This is especially true with adult new readers.

When working with residents as learners, the librarian must realize that "adult learners bring not only their mind but also their physical body, emotional responses, and cherished values to learning; and that teachers are also adults and learners."[18] A balance of interaction between the resident

and the librarian must be reached. Because of the nature of correctional centers, along with the social, economic and educational backgrounds of the residents, librarians need to combine patience with persistence in trying to establish in them a pattern of independent learning.

During our visits, we noticed underdevelopment of services to the correctional center staff and residents, especially those residents with low reading skills and/or from ethnic minorities. Most staff and residents are passive clients of the library; for a variety of reasons many seldom seek out the library for its services. Library orientation for residents is desirable, and more can be done to explain library services and to encourage staff and residents to come to the library when they need information and/or reading guidance. Some prisons, such as Logan, distribute a resident's handbook that includes a page of information about library services and encourages use of these services. Other libraries, such as at East Moline and Stateville, issue a guide to the library and its use. All residents would benefit from such guides. A one-time talk on library orientation to new residents such as that given at Vienna is better than nothing, but will probably give only a passing awareness of the library's existence and its location. Using the prison newspaper for a regular library column is helpful in publicizing new titles, as is done at Logan. If these titles can be related to the experiences and interests of the residents, so much the better.

Unfortunately, most residents and staff are unaware of the potential of the library. Limited experience of library services is characteristic of the residents we interviewed. Seventy-six percent of the residents interviewed had not been at a library program. In general, these men and women had little knowledge of library resources, let alone of how to retrieve and use information. Infrequent use of the library, especially at maximum security centers, whether by choice or by access constraints, increases the tendency not to see the library as a place for responsive service for information and reading resources.

Another factor is the librarian's restricted access to the resident population at most adult centers because of security regulations. Changes in the security status of prisoners and/or transfer to other centers also complicate the situation. The librarian usually hears about these changes secondhand. Thus the librarian is limited in contact with, and knowledge of, residents. And finally, one wonders if there is any regular consultation of the correctional center staff about their information needs or desires. What does the librarian know of the reading interests of the staff? The library will gain support for its services by including staff needs in its program.

During our visits, one noticed few signs or posters to explain library tools (such as the card catalog) and the content of reference books. Logan is an exception; each card catalog drawer has a raised colored card giving information on the interlibrary loan service available. Seventy percent of all the residents we interviewed had little or no awareness that the library was part of a regional system which in turn was linked to a state-wide interlibrary loan network.

For reference encouragement, the librarian at Logan posts typed pages of annotations for each reference work on the shelf. This same library has a public shelflist that can also help locate titles in subject areas. Most

reference collections are limited in size and to a few multi-volume sets. The exceptions are at Vienna, Logan, Sheridan, Stateville, Joliet, and the youth centers at St. Charles and Illinois Valley. Even so, at these particular adult centers, the reference collections were behind counters or walls, and thus residents lacked easy access to their titles as well as their contents. This arrangement, however, helps the librarian to better monitor the reference resources.

The outreach service and programs we observed during our visits were few in number. At Hanna City Youth Center, outside guests are occasionally brought in for a day to conduct a program in the library. Legal skill classes for residents are conducted periodically at Menard Psychiatric with the use of videotapes. At Joliet there is a weekly current events, book discussion group conducted by the assistant librarian; such a book discussion group is a welcome exception to the restriction on this service at most centers. Because Pontiac has the capability to produce local video programs through its education program that can be shown on TV sets in the cells, it is possible to reach residents with library TV programs on such topics as the use of the library for independent learning projects. Some libraries issue bibliographies and new book lists; these are to be encouraged.

But these services are limited to a very small number of efforts to motivate the correctional center community to use the library for leisure and self-education. If the library is to gain support from its community, more and diverse outreach services are required. Organizing the library as a community information center by the use of handouts, posters encouraging self-growth through learning, and patient, courteous service can enhance this necessary motivation process. Annotated booklists on popular subjects such as psychology, biographies of notable Americans, and urban life would also help.

The ABC's of information storage and retrieval are unknown and undervalued by the majority of residents. Besides teaching the basics of how and why collections are organized, it would be helpful to give guidance on how to use library tools. Regular instruction is needed in the use and content of reference tools (such as subject bibliographies), of publication information, as well as of evaluative aids in nonfiction books (such as the preface, introduction, table of contents, bibliography, and the index).

Conclusion: - If the library environment (of collection, services, and reader encouragement) would nurture the lifelong learning process by which humans survive and cope with life's challenges, then the library will contribute modestly to the health of the community. Given the precarious work assignment situation within the centers and the competition for low skill jobs on the outside, learning how to use vocational skills to gain stable employment is a basic need of residents.[19] For the majority, this is the bottom line for their future goal. The library can serve this need by facilitating the principle of learning how to learn. By providing and promoting a collection that includes diverse materials on coping skills, nonfiction books and guides to help with independent learning projects, the librarian will enhance the service program of the library. *Recommendation: Reader motivation services and programs should be developed both in quantity and quality so that library outreach will encourage the user community to rely on the library for recreational and learning resources.*

Thus, through increased understanding of the community of users, through carefully selected book collections that go beyond the limits of traditional materials, and through assistance in using the library as a community information center for lifelong learning, the librarian and staff can realize the potential of the library as a recreational and learning instrument. Then the library will play a more vital role to "... transform the present prison of oppressiveness, idleness, and predation into an institution in which hope is no longer a stranger."[20]

1. Helen H. Lyman, Literacy and the Nation's Libraries (ALA, 1977) p. 46.

2. School District 428 statistics.

3. ACA/ALA Library Standards for Adult Correctional Institutions (ALA, 1981) p. 11-13.

4. Bureau of Justice Statistics Bulletin, January 1982.

5. Helen H. Lyman, Reading and the Adult New Reader (ALA, 1976) p. 175.

6. Ibid., p. 225.

7. For example, see Conformity and Conflict, 4th ed., edited by James P. Spradley and David W. McCurdy (Little, Brown, 1980).

8. Barre Toelken, The Dynamics of Folklore (Houghton Mifflin, 1979) p. 304.

9. Helen H. Lyman, Reading and the Adult New Reader, p. 149.

10. Bernice L. Neugarten, "Adaptation and the Life Cycle," in Counseling Affairs, edited by Nancy K. Schlossberg and Alan D. Entire (Monterey, CA: Brooks/Cole, 1977) p. 39.

11. Thomas Childers, The Information Poor in America (Metuchen, NJ: Scarecrow, 1975).

12. Ralph C. Staiger, Roads to Reading (Paris: UNESCO, 1979) p. 36.

13. John P. Conrad, Adult Offender Education Programs (Washington: U.S. Department of Justice, 1982) p. 4.

14. Ibid, p. 6.

15. Jacquelyn Thresher, "WEBS (Westchester Education Brokering Service): an Overview of a Two-Year Public Library-University Collaboration," The Bookmark (Spring 1982) 40:135-41.

16. Allen Tough, "The Other 80 Percent of Learning," in Invitation to Lifelong Learning, edited by Ronald Gross (Chicago: Follet, 1982) p. 155; Allen Tough, The Adult's Learning Projects, 2nd ed. (Austin, TX: Learning Concept, 1979) p. 188 respectively.

17. Lynn E. Birge, Serving Adult Learners: A Public Library Tradition (ALA, 1981) p. 159.

18. Donald H. Brundager and Dorothy MacKeracher, Adult Learning Principles and Their Application to Program Planning (Ontario: The Ministry of Education, 1981) p. 3.

19. See Correctional Institutions Can Do More To Improve the Employability of Offenders (Washington: U.S. General Accounting Office, 1979).

20. John P. Conrad, p. 7.

CHAPTER 6. THE LEGAL FRAMEWORK FOR PRISON LIBRARIES

by Ann Puckett*

The focus of this chapter is the extent of the legal duty, imposed upon a state by constitution, statute, or case law, to provide libraries in its prisons. Because the duty as to law libraries is so much stronger and better defined than that regarding general libraries, the bulk of the chapter is devoted to a detailed examination of the requirements of law libraries.

Section 1. Law Libraries

Illinois has both a constitutional[1] and a statutory[2] duty to provide prisoners with law libraries of scope and depth, both as to collection and as to service, sufficient to allow the meaningful presentation of claims before the courts. The constitutional right to a law library is a derivative right. The state's duty under Bounds v. Smith and its progeny is to facilitate the fundamental right of access to the courts. This it may choose to do in a variety of ways. It may provide attorneys to handle prisoner cases, as in Kelsey v. Minnesota[3]; it may provide a combination of self-help and expert assistance, as in Wade v. Kane[4]; or it may provide a law library. Illinois has chosen the third alternative.

Having chosen to provide law libraries, the State finds certain other duties inherent in that choice. Just what those duties are has been the subject of much litigation in the years since Bounds was decided. It is clear that a state has not fulfilled its duty if the legal collection is lacking certain basic materials[5]; or if inmates who are unable to do their own legal research are denied assistance[6]; or if the hours of access to the law library are inadequate[7]; or if inmates are denied physical access to the law library without a contingency plan to compensate for that disadvantage[8]; or if the library or prison policies place undue mechanical, procedural or regulatory burdens on prisoners' ability to file court documents.[9]

It is not easy to determine the exact parameters of those other duties, however. Prison law library litigation has done much to refine the holding in Bounds, but in so doing has, to some extent, muddied the waters. One area of the law in which little conflict exists is in determining the standard for measuring the adequacy of a prison legal collection. At least nine courts have cited AALL's Recommended Collections for Prison and Other Institution Law Libraries as the most authoritative standard.[10] That list, however, should not be followed blindly. The court in Wade v. Kane[11] pointed out, correctly, I believe, that ALR Federal Cases is not an adequate substitute for the Federal Reporter, Second Series. Other courts have compiled lists without reference to any authoritative outside source,[12] but such lists are always minimal and highly specific to the case being decided. At this point, it seems likely that a prison library collection that meets the minimum standards of the AALL list will probably be found to be adequate.

Many courts have pointed out that a fine legal collection, standing alone, will not serve to protect the right of access to the courts.[13] In-

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mates who cannot do their own legal research are entitled to assistance,[14] although the assistance need not be of a professional or paraprofessional nature.[15] Many states, including Illinois, have chosen to provide the necessary assistance through inmate law clerks or "jailhouse lawyers." It was well settled even before Bounds that "...unless and until the State provides some reasonable alternative to assist inmates in the preparation of petitions for post-conviction relief, it may not validly enforce a regulation such as that here in issue, barring inmates from furnishing such assistance to other prisoners."[16]

The inevitable question which arises from Johnson is whether the state has a duty to assure that the method it chooses provides competent assistance; the answer, as well as it can be distilled from reported decisions, is a qualified "yes". When assistance is provided by inmate clerks, the courts will not turn a blind eye to the quality of the assistance offered. In Wade v. Kane,[17] the state sought to close an inmate-run legal clinic, which offered a full panoply of legal services, and to substitute a prision library staff consisting of a civilian librarian, who had had only two days of training in legal research, and four inmate "legal reference aides" whose training ranged from none at all to "some legal research experience."[18] Staff members were "forbidden to give legal assistance or advice to inmates."[19] The prison authorities planned, in addition, to initiate a program of law student assistance for prisoners. The students would be available three hours each Friday evening during the time school was in session. The court found the plan to be inadequate, saying:

> The program planned by Graterford officials would not provide adequate assistance from persons trained in the law on two grounds: it is obvious that the law students and library aides are not "persons trained in the law"; and further, their very limited numbers and effectiveness (the latter are forbidden by the prison to give legal advice) assure that their assistance could by no stretch of the imagination provide adequate access to the courts.[20]

The court granted a preliminary injunction forbidding the closing of the clinic. At least one court has even gone so far as to order prison officials to set up a paralegal training course with the "primary objective of providing a pool of adequately trained inmate assistants."[21]

Although the courts will examine quite closely the quality of assistance provided by inmates, when such assistance is provided by professional lawyers, the courts will as a general rule simply assume it to be adequate. In Kelsey v. Minnesota,[22] the court upheld a summary judgment for the state, even though the state admitted it provided an inadequate law library, because prisoners' needs were met by the state-funded Legal Assistance to Minnesota Prisoners (L.A.M.P.). Judgment was granted despite the severe limitations Judge Porter pointed out in his dissent, namely that the future of L.A.M.P. was uncertain because its two attorneys had resigned,[23] that L.A.M.P. attorneys were forbidden to bring suits "against public agencies or public officials to change social or public policy,"[24] that it appeared L.A.M.P. did not or could not bring actions in federal court,[25] and that L.A.M.P. was very selective as to which cases it would take and had, in fact, turned down the plaintiff in this action.[26]

The cases regarding hours of access to the law library often couch their holdings in general terms of reasonableness.[27] The court in Battle v. Anderson[28] found two hours per week in the law library inadequate. Eleven and a half hours per week, on the other hand, was found to be "...within the sphere of discretionary actions taken by prison officials..."[29] The question remains as to how much more than two hours per week and how much less than 11½ hours per week would be acceptable. In light of the fact that the right of access to the courts is a fundamental one,[30] a state which does not provide professional legal assistance in addition to law libraries would be well advised to provide a generous schedule of law library availability. In Chapter 7, I have recommended a basic schedule of 10 hours per week, basing that recommendation on my own experience as a legal researcher and on the leading cases discussed above.

There is a delicate balance between the security needs of an institution and the constitutional rights of a prisoner. That balance is nowhere more evident than in those cases that challenge regulations barring physical access to the law library. Such regulations are nearly always based on an inmate's security classification[31] or on his confinement at a remote location without a legal collection.[32] The lack of physical access to the law library is a suspect circumstance, which some courts have examined closely. The court in Williams explained:

> Ordinarily, a prisoner should have direct access to a law library if the state chooses to provide a prison law library as its way of satisfying the mandate of Bounds. Simply providing a prisoner with books in his cell, if he requests them, gives the prisoner no meaningful chance to explore the legal remedies he might have. Legal research often requires browsing through various materials in search of inspiration; tentative theories may have to be abandoned in the course of research in the face of unfamiliar adverse precedent. New theories may occur as a result of a chance discovery of an obscure or forgotten case. Certainly a prisoner, unversed in the law and the methods of legal research, will need more time or more assistance than the trained lawyer in exploring his case. It is unrealistic to expect a prisoner to know in advance exactly what materials he needs to consult.[33]

Despite that ringing argument in favor of physical access, the court went on to explain that Williams was a "known security risk" and that "Reasonable steps to preserve prison security...may certainly be justified in the case of maximum security prisoners."[34] Rather disappointingly, the court declined to determine whether barring Williams from the law library was a reasonable step in this case. Instead, it pointed out that South Carolina provides professional legal assistance in addition to a law library. Under Bounds, such assistance constitutes an adequate alternative to a law library.[35]

The Bounds decision gave the states latitude to provide either law libraries or attorneys, or to experiment with other methods, so long as the right of access to the courts is not unreasonably burdened. Surprisingly, the courts show extraordinary deference to institutional security interests even when inmates in segregation have no access either to the law library or to an attorney. Arsberry v. Sielaff,[36] a Seventh Circuit case out of Illinois,

held that denial of physical access to the law library is not a violation of Sixth Amendment rights so long as there is "...some opportunity for the plaintiffs to exercise the protected rights."[37] Unfortunately, Arsberry leaves a number of unanswered questions. Did the court really mean that the state has only to provide some opportunity, no matter how remote or burdened? If so, that is a departure from a long line of cases holding the right of access to the courts to be fundamental. Did the court consider how the needs of illiterate prisoners, or prisoners unversed in legal research, were met? Were the prisoners in segregation allowed to communicate with inmate law clerks? It is possible that the affidavits to which the court referred would answer those questions, but they are not set out in the opinion. Prison officials who are trying to design a service plan will find Arsberry to be a singularly unhelpful opinion.

Wojtczak v. Cuyler[38] is clearer on the issue, but it too leaves some questions. There the court held that "...plaintiff need not be afforded personal access to the library," so long as "the opportunity to do legal research which is thereby afforded him [is] at least the equivalent of the opportunity that is available to an inmate who is permitted to go personally to the prison law library." The court went on to delineate specific standards: "legal materials provided to plaintiff in his cell must be legible, ...supplied to him within 48 hours of his request, and...he may request legal materials at least as frequently as he would be permitted to visit the law library if he were in the general population."[39] Such standards would clearly not provide an opportunity equivalent to a personal visit for an inmate who is illiterate or otherwise unversed in legal research, because they do not require that an inmate have access to assistance in doing his research.

While neither Arsberry nor Wojtczak discussed the possible constitutional difficulties of requiring prisoners to do their research by remote methods and without assistance, it does not require much imagination to postulate a set of facts which would necessitate a finding that the fundamental right of access to the courts overbalances the institution's security interests.

Consider the following hypothetical set of circumstances:

> Plaintiff, who is functionally illiterate, has been confined in segregation because he is dangerous. He is not allowed personal visits to the law library, but legal materials will be delivered on request. Just prior to his confinement, he had consulted an inmate law clerk who helped him file a §1983 action in federal court. The court had ordered him to amend the pleadings by a certain date or have his case dismissed. The law clerk cannot amend the pleadings because prison regulations forbid his communicating with the plaintiff to learn the necessary facts. Plaintiff cannot amend the pleadings because he is unversed in legal research, does not know what legal materials to request, and could not comprehend them even if he had them. The state in this case has chosen to fulfill its Bounds obligation solely by providing law libraries and inmate-to-inmate legal assistance; therefore, it does not provide access to "persons trained in the law."

> Plaintiff remains in segregation beyond the time of the court deadline, his §1983 action is dismissed, and he brings suit against the state for infringing his right of access to the courts.

The circumstances described above could occur in many Illinois prisons under the existing patterns of service to special populations. Indeed, their occurrence seems to me to be very foreseeable, if not actually inevitable. A court presented with such facts would be highly unlikely to hold for the state, given the importance of the right asserted and the enormity of the damage done. Because such circumstances are foreseeable, I recommend that safeguards be implemented as a preventive measure.

The state's duty to eliminate mechanical, procedural or regulatory barriers to the courts is clear in most areas. It could not, for instance, forbid an inmate to have the supplies he needs for drafting court documents, refuse to allow prisoners' documents to be notarized, or prohibit the mailing of documents to the courts. If the prisoner is indigent, the state is required to provide such ancillary services free of charge.[40] As noted in Chapter 7 here, Illinois has largely eliminated such barriers. Notary service, legal forms, typewriters, pens and paper are available in every institution, and access to them is, for the most part, free of unreasonable restriction.

The only area in which substantial questions as to the state's duty still exist is in the matter of photocopying. The court in Ramos v. Lamm[41] cautiously suggested that "adequate access to a photocopy machine may be called for," and said, "...the question in any particular case is whether a prison's facilities and rules, taken as a whole, provide inmates with meaningful access to the courts." The Ramos court was apparently most concerned about adequate research time, because it based its comment on the fact that library time was limited and legal materials could not be checked out for use in cells.

The context in which photocopy cases usually arise, however, is in the filing of multiple copies of a document with a court. Harrell v. Keohane[42] held that a state need not furnish unlimited free photocopies of documents when there is another alternative, such as typing the additional copies needed, or when court rules permit the filing of a single copy, such as many court rules provide for in forma pauperis actions. Eight months later, a court in the same circuit[43] said, "...when numerous copies of often lengthy complaints or briefs are required, it is needlessly draconian to force an inmate to hand copy such materials when a photocopying machine is available and the inmate is able and willing to compensate the state for its use" [emphasis added]. The rule, then, at least in the Tenth Circuit, would seem to be that a state must provide photocopies, but it need not provide them free of charge, even to indigent prisoners.

It is a rule which should be applied cautiously, however. If an indigent inmate can show that his action was dismissed because he was unable to comply with court rules regarding the number of copies to be filed, he would have a good chance of prevailing in an action for infringement of his right of access to the courts. While many federal courts allow in forma pauperis litigants to file only one copy,[44] Illinois Supreme Court Rules make no such provision.[45] It would be a wise policy, given the variety of circumstances

under which photocopying may be the only practicable way to obtain the requisite number of copies of a document, for the state to make some provision for free photocopying for indigent inmates.

There is in fact a proposed policy which as amended by the Department of Corrections answers all of my concerns.[46] Since only the library system boards of directors can make official policy for the correctional center libraries, the next step is up to them. I know from my visits to the institutions that the policy is not uniformly applied, and some institutions seemed to be unaware of it. *Recommendation: The proposed policy should be amended as proposed in Section 1 of Chapter 2, and should be adopted statewide.*

Section 2. General Libraries

Thus far the discussion has centered exclusively on the state's duties regarding law libraries. The question which naturally arises is whether similar duties exist as to provision of general libraries. The succinct answer is "no" as to a constitutional duty[47] and "yes" as to a statutory one.[48]

There are some First Amendment rights regarding general reading material which are germane to this discussion, although they are stated as limitations on the state's exercise of power rather than as mandates for state action. For instance, the state may not forbid inmates to receive reading material without a showing of an overriding state interest such as prison security. Courts have consistently upheld "publisher-only" rules forbidding the receipt of hard-cover books from any source other than commercial dealers,[49] because contraband can be so easily concealed in a hard-cover book. The Supreme Court in Bell made it clear, however, that prisoners' First Amendment rights were to be balanced against the institution's security needs. In Bell, the Court noted that "[t]he rule operates... without regard to the content of the expression; ...allows soft-bound books and magazines to be received from any source...; and the MCC has a 'relatively large' library for use by inmates."[50]

The Bell rule was applied in Hutchings v. Corum,[51] where the court said, "Plaintiffs submitted no authority for their theory that a state penal institution must constitutionally provide non-legal reading materials in sufficient quantity and quality."[52] (Emphasis in original.) Nevertheless, the court said, "...there is a constitutional question inherent within the jail policy forbidding newspapers,"[53] (emphasis in original) and went on to hold that a rule against receipt of newspapers violates prisoners' First Amendment rights.

It would seem, then, that the state's duty in regard to non-legal reading materials is simply a negative one, not to prohibit them. Nevertheless, a word of caution is in order here. Constitutional interpretation is not immutable, a fact which is dramatically illustrated by the explosion of prisoners' rights cases. As recently as 1971, a prisoner who complained that his mail was censored, that he had no medical care, and that he had no access to legal materials was held to have stated no claims of constitutional dimension. Those matters, the court said, "involve only matters of internal prison administration with which federal courts will not interfere."[54] The intervening twelve years prove Krist to have been something less than prophetic on all three counts.

Whether the future will see similar expansions of prisoners' "right to read" remains to be seen. It is worth mentioning here that at least one court has ordered that jail inmates "be provided with adequate reading material,"[55] basing its decision on the First Amendment. Prison officials need to watch developments in this area. Only time will tell whether Sullivan represents a trend or a tangent.

1. Bounds v. Smith, 430 U.S. 817 (1977).

2. Unified Code of Corrections § 3-7-2, Ill. Rev. Stat. ch. 38, ¶1003-7-2(a) (1981).

3. 622 F.2d 956 (8th Cir. 1980).

4. 448 F. Supp. 678 (E.D. Pa. 1978), aff'd without opinion 591 F.2d 1338 (3rd Cir. 1979).

5. Ramos v. Lamm, 485 F. Supp. 122 (D. Colo. 1979), aff'd in part, set aside in part on other grounds, 639 F.2d 559 (10th Cir. 1980), cert. denied 450 U.S. 1041 (1981).

6. Wade v. Kane, 448 F. Supp. at 684. (There, the Court said, "Keeping in mind that the judicial touchstone in this area is 'adequate access to the courts,' it is obvious that a prison library, even where it is adequate, is insufficient to provide that access for inmates who are illiterate or otherwise unable to do effective legal research.")

7. Battle v. Anderson, 457 F. Supp. 719, 731 (E.D. Okla. 1978) (holding that two hours per week is inadequate time).

8. Williams v. Leeke, 584 F.2d 1336 (4th Cir. 1978), cert. denied 442 U.S. 911 (1979); Wojtczak v. Cuyler, 480 F. Supp. 1288 (E.D. Pa. 1979).

9. Ramos v. Lamm, 485 F. Supp. at 166 (holding that under the twin circumstances of limited library time and restricted circulation of legal materials, "adequate access to a photocopy machine may be called for").

10. Bounds v. Smith, 430 U.S. at 820, note 4; Storseth v. Spellman, 654 F.2d 1349, 1354 (9th Cir. 1981); Ramos v. Lamm, id. at 166 and 584; Hooks v. Wainwright, 536 F. Supp. 1330, 1342 (M.D. Fla. 1982); Falzerano v. Collier, 535 F. Supp. 800, 802 (D.N.J. 1982); Gutierrez v. Elrod, No. 81 C 4803 (N.D. Ill. 1981) (available Jan. 27, 1983, on LEXIS, Genfed Library, Newer Cases file); Boulies v. Ricketts, 518 F. Supp. 687, 689 (D. Colo. 1981); Wade v. Kane, 448 F. Supp. at 682; Taylor v. Perini, 421 F. Supp. 740, 746 (N.D. Ohio 1976).

11. 448 F. Supp. at 682.

12. See Hardwick v. Ault, 447 F. Supp. 116, 133-134 (M.D. Ga. 1978).

13. See note 6, supra.

14. Wade v. Kane, 448 F. Supp. at 684.

15. Stevenson v. Reed, 391 F. Supp. 1375, 1382 (N.D. Miss. 1975), aff'd 530 F.2d. 1207 (5th Cir. 1976), cert. denied 429 U.S. 944 (1976). (There, the court said, "The scrivener for the unlearned inmate may be an institutional attorney, a free-world person with paralegal training, or an inmate who through experience and native intelligence has emerged as a competent writwriter.")

16. Johnson v. Avery, 393 U.S. 483, 490 (1969).

17. See note 4, supra.

18. Id. at 683.

19. Id.

20. Id.

21. Glover v. Johnson, 510 F. Supp. 1019, 1023 (E.D. Mich. 1981).

22. 622 F.2d 956 (8th Cir. 1980).

23. Id. at 959.

24. Id., note 2.

25. Id., note 6.

26. Id., notes 3, 4.

27. See Cruz v. Hauck, 627 F.2d 710, 720 (5th Cir. 1980). (There, the court said, "We have some reservations about whether this amount of time [2-3 hours per week] is adequate to do meaningful legal research," and went on to instruct the district judge on remand to consider the issue in light of "whether the hours of availability are sufficient to provide time for meaningful legal research." [Emphasis in original.])

28. 457 F. Supp. at 731.

29. Jordan v. Johnson, 381 F. Supp. 600, 602 (E.D. Mich. 1974), aff'd without opinion 513 F.2d 631 (6th Cir. 1975), cert. denied 423 U.S. 851 (1975).

30. Bounds v. Smith, 430 U.S. at 828.

31. Williams v. Leeke, 584 F.2d at 1338 (consolidated with Brown v. Winston, Armstrong v. Zahradnick, and Hughes v. Muncy).

32. Hooks v. Wainwright, 536 F. Supp. at 1339.

33. 584 F.2d at 1339.

34. Id.

35. See also Frazier v. Ward, 426 F. Supp. 1354, 1371-72 (N.D. N.Y. 1977) (State's Prisoners' Legal Services program provides attorneys); Almond v. Davis, 639 F.2d 1086, 1090 (4th Cir. 1981) (plaintiff had attorneys available at all times).

36. 586 F.2d 37 (7th Cir. 1978). (Plaintiffs, 18 inmates from Pontiac, Stateville, Menard and Joliet, were held in segregation or under segregation-like conditions at Stateville and Joliet for several months as a result of prison disturbances in which they were believed to have participated. The state conceded that it placed substantial restriction on their constitutional rights, including barring them from physical access to the law library. [p. 43] Affidavits indicated that those confined at Stateville could request and receive materials from the law library. Even though no affidavits as to the Joliet plaintiffs' access to legal materials were submitted, the court said, "The reasonable inference is that the same policy extended to the Joliet plaintiffs..." and concluded, "The contention of plaintiffs is without merit." [p. 44])

37. Id. at 44.

38. 480 F. Supp. at 1301.

39. Id.

40. Bounds v. Smith, 430 U.S. at 824 ("It is indisputable that indigent inmates must be provided at state expense with paper and pen to draft legal documents, with notarial services to authenticate them, and with stamps to mail them").

41. 485 F. Supp. at 166.

42. 621 F.2d 1059 (10th Cir. 1980).

43. Johnson v. Parke, 642 F.2d 377 (10th Cir. 1981).

44. E.g., Sup. Ct. R. 53.

45. Ill. Sup. Ct. R. 344(a) (In civil appeals, nine copies of briefs in the Appellate Court and 15 in the Supreme Court); Ill. Sup. Ct. R. 607(d) (in criminal appeals by poor persons, not less than six copies in the Appellate Court and 12 in the Supreme Court).

46. The policy and its cover letter are included in full here as Appendix E. For more discussion of this policy, see Chapter 2, Section 1.

47. Breece v. Swenson, 332 F. Supp. 837 (W.D. Mo. 1971).

48. Supra, note 2.

49. Bell v. Wolfish, 441 U.S. 520 (1979).

50. Id. at 552.

51. 501 F. Supp. 1276, 1299 (W.D.Mo. 1980).

52. Citing Bell v. Wolfish, supra, note 49; Procunier v. Martinez, 416 U.S. 396 (1974); Guajardo v. Estelle, 580 F.2d 748 (5th Cir. 1978).

53. Hutchings, supra, note 51.

54. Krist v. Smith, 309 F. Supp. 497 (S.D. Ga. 1970), aff'd 439 F.2d 146 (5th Cir. 1971).

55. Smith v. Sullivan, 553 F.2d 373 (5th Cir. 1977) (aff'g, without discussion, an unreported trial court order).

CHAPTER 7. GENERAL COMMENTS AND RECOMMENDATIONS ON THE LAW LIBRARIES

by Ann Puckett

Section 1. Physical Facilities and Rate of Use

A nearly universal need exists for more and better-planned space for prison law libraries in Illinois. Except for Centralia and Graham, the two new institutions, none of the law libraries is housed in a space appropriate for the purpose. The Manual for Prison Law Libraries[1] contains a suggested floor plan that could be used for adapting existing space. In addition to the study and shelving areas suggested on the floor plan, the law library should include a private area in which resident law clerks can interview their clients.

Overall the Illinois prison law libraries are heavily used facilities. At least 60% of the residents interviewed in maximum security institutions, 47% of those in medium security, and 58% of those in minimum security said that they had used their law library one or more times.

Section 2. Law Library Personnel

Although nearly all of the people administering the law libraries have expertise in library science, usually including a master's degree, very few of them have any additional expertise in the handling and use of legal materials. Since law libraries differ in significant ways from general libraries, additional specialized training for the librarians is needed. The training should include legal research and legal collection management.

The former should, preferably, be accomplished by sending librarians to the nearest paralegal program, law school or equivalent to take courses that are regularly offered. This would be better than in-service seminars, videotape programs and other short courses. *Recommendation: Full and intensive training in legal research should be given the librarians because they are in the best position to provide continuity and in-depth expertise.* Such training would give librarians a basis for both the selection and evaluation of resident and civilian law clerks. Furthermore, such training would assure that the quality of legal service does not deteriorate or fluctuate as resident law clerks come and go and would give the librarians a great deal more confidence in their positions as professionals in the operation of the law library.

Many of the librarians expressed their insecurity regarding legal research, and by and large they resolve the problem by allowing the law clerks to handle everything to do with the law library. The result of this hands-off policy is that the quality of legal information services varies widely from institution to institution, or within the same institution from one time to the next, depending on the availability or nonavailability of capable law clerks. A further result is that the librarians are regarded by residents as "know-nothings," an attitude that does nothing to close the credibility gap between inmates and civilians or to promote the librarians' sense of themselves as valued professionals.

I do not mean to suggest by the foregoing discussion that librarians should be involved in direct legal services to inmates. Rather, the librarian should have this expertise in order to hire, train, and evaluate the law clerks and to act as the law clerks' first resort when they encounter research problems they cannot handle. Of the 38 law clerks of whom I asked the question, "Is there anyone you can consult if you don't understand what type of legal information is needed by an inmate?" only 8 (21%) mentioned the librarian or a civilian employee as a source of information.

Unlike legal research, legal collection management can be taught in short, in-service training sessions. *Recommendation: Such a course should be developed at the state level, videotaped for dissemination to all institution law libraries, and made a required part of the training of every correctional librarian who administers a legal collection.* Because good maintenance practices for law libraries differ radically from good maintenance practices for general libraries, specialized training is needed even for those librarians who have general library science background. Specific differences are fully discussed in Section 3 of this chapter. It is sufficient here to say that the course in legal collection management should include, at a minimum: suggested shelving plans, methods of promoting self-help for users (e.g., card catalog, shelf list, and published collection guide), methods by which timely access to legal materials can be assured (e.g., immediate filing of looseleafs), methods by which the collection can be kept free of extraneous materials (e.g., removal of superseded items), and criteria for the selection of new titles.

Recommendation: Resident law clerks should also be given training in legal research along the lines suggested above. Since all Illinois prisons rely upon law clerks and jailhouse lawyers to provide the bulk of legal services to inmates, thereby implementing the State's duty to facilitate inmates' constitutional right of access to the courts, it is incumbent upon the State to ensure that the legal assistance given is competent. Every effort should be made to hire resident law clerks who already have the requisite skills, either by formal training or by demonstrably successful experience as jailhouse lawyers. In most of the institutions I visited, such efforts were made and were often successful, although the method by which skilled residents come to the attention of the law librarian is somewhat hit-or-miss. The process could be strengthened by the use of procedures commonly used to select employees on the outside. For instance, there could be job descriptions setting out the qualifications that applicants need. Positions could be advertised to the population. Prison administrators could notify the library when a resident with special qualifications (e.g. a law degree) is admitted. Applicants could be tested for competency in legal skills before they are hired to give legal assistance.

Once a law clerk is hired, further steps should be taken to assure that an acceptable level of legal services is maintained. One such step is to change library system or prison administration policies that are unduly restrictive. For instance, law clerks at Menard and several other institutions operate under a prohibition against "practicing law." Such a prohibition is unlawful, in that a state may not prohibit one resident from rendering legal services to another unless it establishes an adequate alternative.[2] Moreover, the rule is susceptible of many interpretations and can all too easily be enforced selectively against unpopular law clerks or inmates.

Although law clerks are given too little latitude in some prisons, by the same token, they can be given too much latitude. I visited institutions in which all of the law clerks refused to handle certain types of cases, such as dissolution of marriage. At other institutions the law clerks would serve only members of their own gang, race or religion. In many institutions, the law clerks charged inmates for their services, in contravention of both library and prison administration rules. The librarian, acting in her or his capacity as supervisor, could eliminate or reduce most such abuses. Law clerks should be hired with the understanding that they may refuse to handle actions which are frivolous, or for which they lack the requisite competence, but not actions which they simply find unpleasant, unless there is another alternative for the client. In institutions with a high incidence of racial, religious or gang tension, the library is probably best advised to avoid the problem by hiring law clerks from each faction rather than to try to combat deeply engrained biases. Although the problem of law clerks' charging for services is probably impossible to eradicate, Stateville has successfully reduced that problem by building a strong sense of pride and mission among the law clerks, coupled with strict sanctions against any clerk found to have violated the rule.

The library should also offer a continuing program of in-service training for law clerks. A model program might consist of short courses in legal research techniques, roundtable discussions among law library personnel (in those institutions which have large staffs), and guest speakers on specialized topics. Basic legal research techniques could be taught personally by the librarian or by use of prepared programs such as videotapes. If the latter method is used, the librarian should be present to answer questions, give examples, and clarify where necessary. (My model presumes, of course, that the librarian has had the intensive training I recommended.)

Roundtable discussions are valuable because they permit staff to share their skills and insights and to ask advice about problems they encounter. Although small staffs usually accomplish these ends by informal means, larger ones often find it helpful to formalize the process.

Guest speakers from outside the institution could serve to help law clerks further hone their skills in specific areas of substantive law and legal practice. Area attorneys are a very likely source of guest speakers, since every attorney has an obligation under the Code of Professional Responsibility to provide some services pro bono publico ("for the public good"). Attorneys will typically be more willing to give their assistance if the request is narrow (e.g., give a one-hour presentation on prosecuting a §1983 civil rights action) than if it is very broad (e.g., teach a course in legal research). Videotapes could be used not only to share useful presentations with other institutions but also to preserve them for later use at the same institution.

Section 3. Collections

The State has made an intensive effort to develop its prison law library collections, and the effort shows. Most of the collections meet most of the minimum standards as set out by the courts and by the Recommended Collections for Prison and Other Institution Law Libraries, compiled by the American Association of Law Libraries' Special Interest Section on Law Library Service

to Institution Residents.[3] Many of the collections exceed minimum standards in certain areas; a few are uniformly excellent. The individual evaluation for each institution provides recommendations specific to that institution.[4] However, I have identified two problem areas which are general in nature and which can be profitably explored within a larger framework of general recommendations. The two can be categorized as book selection problems and collection maintenance problems.

The most obvious problem with book selection is that it is done by people with little or no specialized training in legal bibliography. There are thousands of new legal publications each year but very few published guidelines for selecting among them. That fundamental errors creep in is not surprising. While I believe that the best long-term solution to this and other problems I observed is a professional law library advisor at the state level (see discussion of this in Section 5 of this chapter), I can delineate some simple guidelines which can be used to advantage in the present system.

First, law book selectors should pay attention to a book's publisher. There are relatively few legal publishers whose products are of consistently high quality. Some of the best known and most reliable commercial publishers are West Publishing Company, Lawyers' Co-op, Shepard's/McGraw-Hill, Commerce Clearing House (CCH), Bureau of National Affairs (BNA), Callaghan and Company, Foundation Press, and Michie/Bobbs Merrill. Reliable noncommercial publishers include the American Bar Association (ABA), American Correctional Association (ACA), American Association of Law Libraries (AALL), Illinois Institute for Continuing Legal Education (IICLE), American Law Institute (ALI), and the United States Government Printing Office (GPO). I do not mean to suggest that selectors should buy anything put out by one of the named publishers or reject all other publishers' materials. This general rule, like most general rules, is fraught with exceptions and must be used as only one criterion for decision.

Many legal publishers publish several different series of materials. The series to which a given title belongs should be another factor in the selection process. One of the commonest selection errors I saw was the purchase of casebooks. Written as textbooks for law students, casebooks are designed to stimulate students to ask questions or to discover for themselves the rationale behind the law. Casebooks are useless to someone who simply wants to know the rule of law in a specific situation. Avoid West's American Casebook Series; Foundation's University Casebook Series; Little, Brown's Law School Casebook Series; and any titles containing the phrase "Cases on," "Cases and Materials on," or "Problems on."

Fortunately, series designations can be helpful to selectors. West's Hornbook Series, West's Nutshell Series and Foundation's University Textbook Series are good sources for brief expository treatments of law. Since the two West series are the most comprehensive, a copy of the list of current titles in those series has been forwarded to both DOC and ISL for their possible use.

Another common error in selection arises out of the selectors' entirely commendable efforts to provide materials that are comprehensible to the special population they serve. Because literacy levels in prisons tend to be low, there is a real need for "quick and easy" materials. Law is too complex to be reduced to a few pages of text; therefore "quick and easy" legal

information sources should be viewed with some skepticism. However, some fairly reliable simplified explanations of the law do exist. ACLU Handbooks are generally clear and accurate expositions on the civil rights of disadvantaged groups. Readable and reliable, West Nutshells cover a broad spectrum of legal topics. Outlines of the law such as Gilbert's, Coif, Sum and Substance, and Smith's Reviews are published as easy aids for law students but would also be useful in prison law libraries. All of these materials have the added virtue of being relatively inexpensive.

One "quick and easy" series to be wary of is Oceana's Legal Almanac Series. The expensive hardbound format and extremely oversimplified contents make Legal Almanacs a low priority item in any library which must be discriminating in its expenditures. By way of comparison, a typical Legal Almanac of no more than 160 pages costs between $5.95 and $7.50; a typical ACLU Handbook of about 250 pages costs between $1.50 and $2.50; and a typical Nutshell of about 350 pages costs between $6.95 and $7.95.

Another area causing some confusion is the selection of legal periodicals. The selectors for many libraries have recognized, correctly, that legal periodicals are an invaluable source of information. However, they are also numerous, expensive, hard to maintain, space-consuming, and often too scholarly to be of practical interest. A legal periodical index, either Index to Legal Periodicals (ILP) or Current Law Index (CLI), in conjunction with an active interlibrary loan program through the State Library or any of the law school libraries, would satisfy more needs at a lower total cost in money and space than building a small, incomplete legal periodical collection in each institution.

The two periodical indexes each have strengths to recommend them. ILP has been published since the early part of the 20th century, while CLI began in 1980. However, CLI indexes almost twice as many periodicals as ILP. Since current legal articles are the most valuable for research purposes, CLI is probably the preferable index.

The final problem in book selection is common to many libraries: what to do with donated books. Occasionally someone gives a library truly valuable materials, but more often donated books are peripheral or altogether useless. The constraints of shelf space and the hidden costs of processing gift books require libraries to be careful about accepting gifts which must be added to the collection. However, gifts can be used creatively to expand the library's budget. If the donation is accepted without conditions attached, it can often be sold on the used law book market and the money used to buy more useful materials.

The collection maintenance problems I saw are largely attributable to the lack of specialized training that teaches librarians to cope with the very substantial differences between law libraries and general libraries. The most obvious difference between the two kinds of libraries is the proportion of serials to monographs. In a general public library, the proportion is likely to be roughly 20% serials to 80% monographs by volume count. In a typical law library, the proportion is reversed. Therefore, all the problems of serials control and management, such as budget control, record-keeping and efficient use of shelf space, are greatly exacerbated in a law library.

Another difficulty encountered in a law library is understanding the various ways in which legal materials are kept up to date. A single set of statutes may be updated in three different ways: by annual pocket parts which supersede the previous year's pocket parts, by monthly pamphlet supplements which must be kept until the next annual pocket parts arrive, and by bound volumes which supersede earlier bound volumes. Another type of legal publication, looseleafs, requires superseded pages to be replaced by new pages. In sets of court reporters, a bound volume supersedes several paperbound advance sheets. In each case, the superseded materials should be discarded.

In a lot of the prison law libraries I visited, superseded materials are simply left on the shelves with current materials. As the noncurrent items accumulate, a researcher has great difficulty determining which information is relevant and which is outdated. Inexpert researchers may be misled, to their great detriment, if they use superseded information (e.g., relying on a case which has been overruled). Thus, it is vital that proper maintenance procedures be followed; doing so will require some retraining of the librarians. I found many of the correctional librarians uncomfortable with this aspect of legal collection management, in part because they often do not understand the materials well enough to be certain which should be discarded and in part because discarding relatively new books runs counter to their library school training. It is not, after all, standard procedure in a general library to buy a book and throw it away a few months later.

The final collection maintenance problem I saw in the prison law libraries was lack of a coherent shelving plan. Although it is possible to assign classification numbers to law books, and although many of the general libraries are classified, the law libraries are quite haphazardly arranged. Law books are usually not represented in the card catalog or in a shelf list, and few law libraries had any user aids to help in locating a particular book. Since the library systems presumably have access to an on-line cataloging system such as OCLC, cataloging and classifying the legal collection would be a simple matter.

Section 4. Services to Inmates

An effective program to facilitate access to the courts must, of necessity, include auxiliary services in addition to a legal collection. The library must be available a sufficient number of hours to allow research to be done; skilled assistance in the use of the materials must be available; purely mechanical or procedural barriers must not exist; and all populations within the institution must have access to the service.

Illinois prison law libraries show a great variance in the hours they are open. Although ACA/ALA Standard 2.2.5[5] calls for library accessibility during workdays, evenings, weekends and holidays, many of the correctional center libraries do not meet that standard. Library hours cannot and should not be uniform in all institutions. Size of population, security level and seating space in the library must all be considered in determining library hours. However, every institution's library schedule should be planned in order to accommodate a variety of inmate schedules. A common complaint about library access came from residents whose work assignments conflicted with the library's hours.

Recommendation: An inmate should be able to spend a minimum of ten hours a week doing legal research. Each law library could determine the number of hours it needs to be open by keeping statistics on how many residents actually use the law library, multiplying that number by ten (the number of hours each needs), and dividing by the number of people the library can accommodate at one time. For instance, if the law library regularly serves 100 residents per week and can seat twenty-five at a time, it will need to be open 40 hours per week to serve all the residents who need it (100 x 10 ÷ 25 = 40). Provided that the library's schedule also takes into account the factor of convenience mentioned in the previous paragraph, and further provided that all segments of the prison population actually have access to the law library, such a formula should assure adequate service.

The formula will not work for those institutions in which library schedules or prison policies work to exclude some inmates from access, because the actual number of law library users will not accurately reflect the number of potential users. The restrictive policies should be changed as discussed elsewhere. The library can set its hours to take potential users into account by determining the percentage of actual users of the total number of those residents who use the law library, and multiplying that percentage by the total population of the institution. For example, in a population of 900, 50 have work assignments which conflict with library hours and 50 are in long term segregation. Thus, 800 have relatively unlimited access to the law library. Of those 800, 100 or 12.5%, regularly use the law library. One can assume that the use patterns would be about the same for the 100 prisoners who do not have access as for the 800 who do. Therefore the formula would be used thusly: 900 x 12.5% x 10 ÷ 25 = 45 hours per week.

The requirement of adequate assistance in using legal materials has been discussed in Chapter 6 of this report, and a method of assuring such assistance is set out in the discussion of Law Library Personnel, Section 2 above of this chapter. As an adjunct to the training of law library employees, both civilian and resident, there should also be legal research courses offered for inmates. These courses need not be as intensive as the employee training programs, since a resident who is doing his own research will have expert assistance available from the law librarian or the law clerk, but even minimal familiarity with the process of legal research will reduce the amount of assistance needed. Videotaped programs such as those made at Vienna in 1978 and at Joliet in 1982 are a good way to disseminate such information at low cost.

Most of the Illinois prison law libraries have eliminated or greatly reduced purely mechanical or procedural barriers that would prevent access to the courts. For instance, the services of a notary public are available in every institution, although not always in the library and not always in a timely fashion. This is a vital service because many documents must be notarized before a court will accept them. Court procedural rules set strict time limits that litigants must meet or have their cases dismissed. Therefore, a resident should not have to wait more than a few days to obtain notary service, and there should be emergency procedures for those residents who have extremely short deadlines. Notary service should also be procedurally correct. At Menard Psychiatric, documents are apparently notarized outside the presence of the signer. To do so is not good practice, and in some cases may actually invalidate the document.

The notary should be a full-time civilian library employee, although not necessarily the librarian. It is important that the notary be a full-time employee in order to make the service available whenever it is needed, and that s/he be a civilian because notaries are required to be bonded.[6] The law library is the logical locale for notary service in most institutions for several reasons. First, it is where legal documents are prepared, and having them notarized is just one step in the preparation. Second, the library is usually available (or should be) during hours that will accommodate inmates' schedules. Third, there is, in most institutions, a less adversarial relationship between library employees and residents than between prison employees and residents; therefore, it is likely that library employees will not be tempted to withhold or burden notary services as a way of enforcing discipline. As an example of the last comment, at Dwight I was told that the notaries public, who are prison employees, insist on reading every document before notarizing it. Because a notary need only verify the nature of the document and the identity of the signer, this procedure is unnecessarily invasive. Seen by residents as an undue invasion of privacy, it may actually have a chilling effect on the resident's right to petition the courts if he or she believes the notary has some inherent power to disapprove the document.

Photocopying is an area in which statewide standardization is needed, because the need for photocopy service is the same no matter where a resident is confined. One ordinarily needs at least three copies of any document to be filed with a court, and often many more than that for certain types of documents (e.g., parties in civil appeals must file nine copies of briefs with the Illinois Appellate Court and 15 with the Illinois Supreme Court). The only feasible way to obtain a sufficient number of copies is to photocopy the original. Thus, photocopying service is crucial if a resident is to have meaningful access to the courts.

A standardized policy should be specific as to the types of documents which may be photocopied, so that it is less susceptible to arbitrary interpretation. Present policies that refer only to the copying of "legal documents" are a source of confusion for law library employees. Furthermore, any charges imposed for photocopies should be uniform throughout the state. One of the most frequent complaints I heard was that inmates at X prison get free copies while those at Y have to pay for their copies. Such disparate treatment may even present an equal protection problem.

Finally, there should be provision for free photocopying in the case of indigent litigants, since the inability to obtain the number of copies required to be filed arguably negates the right of access to the courts. It is often argued that every prisoner, whether or not he is working, receives a monthly stipend which could be used to pay for photocopies. That is quite unrealistic. The stipend amounts to only $10 per month, out of which an inmate must purchase toiletries, cigarettes, and other personal items, as well as photocopies. It is not hard to imagine that a prisoner with a particularly complex case requiring lengthy pleadings and briefs could spend his entire income for several months on photocopies. To require him to choose between the basic comforts of daily life and his fundamental right to be heard in the courts is, to borrow a phrase from Johnson v. Parke, "needlessly draconian." That is not to say that the state must give free unlimited access to photocopying services. A statewide policy has been proposed (see Chapter 2, Section 1, and Chapter 6, Section 1) which balances the interests very well. It has not been adopted by many of the library systems, however.

Other supplies and equipment needed for the preparation of legal documents include typewriters, legal forms, paper and envelopes. Many law libraries or prisons supply some or all free of charge. Here again, if any charge is made, there should be exceptions for indigent inmates.

The final problem with law library service involves service to special populations such as segregation and protective custody. In nearly every institution I visited, there were significant differences in access to legal information between inmates in the general population and inmates in a special population. While the prison administration is entitled to take into account the security needs of the institution, a prisoner's constitutional right of access to the courts is in no way diminished by his disciplinary status or security classification. The use of security cages in the law library is probably acceptable when an inmate is disruptive or dangerous, but barring law library use altogether is not acceptable unless an equally effective alternative is provided. Of those law libraries that bar special population residents from physical access to the law library, only Dwight had a program of service meeting that test.

The easiest way to solve the problem is simply to allow special population residents to visit the law library. Security measures, such as requiring the use of cages, closing the library to the general population, or posting guards, could meet the institution's needs without unduly burdening inmates' rights.

If direct access is not allowed, special population residents should be allowed to confer frequently with law clerks, to check out legal materials or photocopies for their own research, to have access to a typewriter and typing supplies in their cells, to be able to obtain notary service without undue delay, and to be allowed to make emergency law library visits when their needs cannot be met in any other way.

As a practical matter, the length of time in segregation or protective custody is a factor in determining how elaborate the safeguards need to be. An inmate whose research is merely delayed a few days while he serves a ten-day sentence may not be able to show any damage to his constitutional rights. On the other hand, a person who has been in a special population for a year and has had no effective access to legal materials during that time may be able to show a great deal of damage. However, any institution which places significantly more restrictions on law library service to special populations than to the general population leaves itself open to lawsuits.

Section 5. Other Recommendations

Recommendation: DOC should add a law library advisor at the state level. This is most important. The person in that position should be a law librarian, preferably one who has both law and library degrees, although substantial experience in a law library would be acceptable.

The state law library advisor would be charged with the responsibility of creating standardized policies and seeing that they are implemented; developing courses in law library management for correctional librarians; keeping abreast of legal and technological developments which affect prison

law libraries; informing institutional librarians of significant new publications; helping to develop balanced collections by advising as to book selection and weeding; advising the State Library as to the allocation of funds to the library systems for law libraries; dealing with publishers to obtain bulk discounts when many of the libraries purchase the same new title; setting up an interlibrary loan system for photocopying legal periodical articles, including the necessary arrangements with the Copyright Clearance Center so that the program does not infringe the copyright laws; developing a "bank" of materials to be used in teaching legal research to law clerks and inmates; writing competency tests for law clerk applicants; advising correctional librarians of the legal research or paralegal courses available in their area; organizing a system of information exchange among the institutional librarians; and making periodic site visits.

The issue of library funding and formal contractual arrangements between the Department of Corrections and the State Library has been thoroughly explored elsewhere in this report (see Chapter 2, Sections 5, 6 and 7). It is sufficient to say here that I recommend the law library advisor be an employee of the Department of Corrections, to act as liaison with the State Library in much the same way the Department's Chief Librarian would do. It would, in fact, be possible to combine the positions of law library advisor and chief librarian in one person. Although that is not an ideal solution because it would be difficult to find one person who is equally knowledgeable about both general libraries and law libraries, fiscal realities sometimes require less than ideal solutions.

The law library advisor position is needed because the law library administrators, even more than the general library administrators, have been left in a "sink or swim" situation from the beginning of this program. A correctional librarian under the best of circumstances has a highly stressful job, but many of the daily problems of running a general prison library are similar to those of a public or school library, for which a library degree is good preparation. Nearly all of the general library administrators have library degrees or can consult people at system headquarters who do. In contrast, few of the law library administrators have specialized training in legal materials management, nor is there usually a pool of expertise to draw upon at system headquarters. Not only does a law library present all the unusual management problems already discussed, but, because it is the State's primary means of fulfilling a fundamental constitutional obligation, it is subject to the most minute scrutiny by the courts. The law librarians in the correctional centers are faced with an enormously exacting task--to create libraries which will fulfill the State's obligation--but they are left to their own devices to discover how that can be done. There is no one from whom they may seek expert advice, nowhere they may go for training, and no system they may use for communicating with other correctional law librarians to learn how to solve common problems.

All too often, the librarians have responded to the stress created from the combination of very exacting duties and too few resources by withdrawing and allowing the law library to be run by resident law clerks, whom they see as having more expertise. That is a situation resulting in law library service of uneven quality between institutions, or within the same institution at different times. Although librarians are all capable of learning how to administer excellent law libraries, they cannot be expected to func-

tion well without the kind of expert support I have described. Illinois has already invested sufficient resources in its prison law library collections to place the state in the forefront. It would be a shame to erode the progress of the last ten years by failing to invest heavily enough in human resources.

I looked into a number of possible recommendations involving the use of technology to enhance prison law library services but concluded, reluctantly, that most of them are not feasible. One possibility that is feasible is the use of ultrafiche instead of hard copy. The advantages of ultrafiche are legion. Large amounts of information can be stored in a very small space; initial acquisition costs are lower than they are for paper, as are both maintenance and processing costs; fiche deteriorates at a slower rate than paper; a library with a fiche-to-fiche duplicator could make fiche copies for inmates to use in their cells; and, finally, ultrafiche files are more secure and less susceptible to mutilation than paper copies.

West publishes early volumes of the Federal Reporter, 2d Series, Federal Supplement, and Northeastern Reporter in ultrafiche. Libraries which do not already own those early volumes would be well advised to buy them in fiche rather than in paper. Savings in both space and initial cost are dramatic. For instance, volumes one through 450 of the Federal Reporter, 2d Series, are presently available in fiche. It would cost upwards of $16 per volume to purchase them in paper but only $9 per volume in fiche. They take 72 linear feet of shelf space in paper versus twelve inches of drawer space in ultrafiche. Portable ultrafiche readers are available for $350, and fiche-to-fiche duplicators for under $3000. There are also some hidden cost savings. For instance, a fiche copy can be made so cheaply (about 3¢ a card) that the library could afford to give it to an inmate. One card contains an entire volume of information (contrast that with 5¢ or more per page to photocopy each page of the volume). The portable readers could be checked out to segregation and other populations with special security status or to general population residents when the library is closed.

Libraries which already own the early volumes in paper should consider replacing them with ultrafiche. Selling their paper copies on the secondhand book market would defray some, though probably not all, of the cost. Those libraries should also take into account the saving in space, however. Nearly all of them are so crowded that new rooms and additional furniture and shelving will be essential in the very near future. In some institutions, because of their rapid growth patterns, the law libraries are already encroaching on the space available for the general library, a trend that can only worsen with the increase in legal publishing. *Recommendation: The law libraries should use ultrafiche as much as possible.*

Unfortunately, ultrafiche will not eliminate the need for current subscriptions to the titles mentioned because West's ultrafiche edition is not published on a current basis. Furthermore, most other necessary titles are not available in microform at all. Nevertheless, every law library in the state could realize a substantial gain in shelf space just by taking advantage of what is available.

I considered the available computer technology in light of its potential for prison law libraries but concluded that it is still too expensive to be

feasible. There are two good legal research systems on the market, both of which would largely obviate the need for case reporters and greatly increase the information available (for instance, an inmate would have access to state court opinions other than Illinois, information which is sometimes needed but is not available in any of the prison law libraries). The pricing structure for computerized systems is complicated, and sales representatives are reluctant to discuss annual costs. Nevertheless, I deduce that the costs would probably be in excess of $30,000 per year. In the future, as the costs of developing the technology are amortized and as the market becomes larger, computerized legal research costs will likely become more comparable to the costs of developing a traditional library, especially when libraries consider the expense of building larger spaces and replacing deteriorating or mutilated paper sets. *Recommendation: The feasibility of using a computerized system should be reevaluated periodically.*

Recommendation: A "bank" of legal research teaching materials should be established at the State Library for use by all the institutions. There is a fair amount of material available, particularly videotapes and cassettes, but there is very poor communication about it with or among institutions. Wider dissemination of that information would be a valuable service to correctional librarians.

1. O. James Werner, Manual for Prison Law Libraries, (South Hackensack, NJ: F. B. Rothman for American Association of Law Libraries, 1976), p. 11.

2. Johnson v. Avery, 393 U.S. 483 (1969).

3. In American Correctional Association, Providing Legal Services for Prisoners: A Tool for Correctional Administrators (1982).

4. These evaluations of individual law libraries have been submitted separately from this report to both the Department of Corrections, the State Library, and the institution involved.

5. ACA/ALA, Library Standards for Adult Correctional Institutions (1981).

6. Illinois Notary Public Act § 4, Ill. Rev. Stat. ch. 99, ¶4 (1981).

CHAPTER 8. REFLECTIONS

While writing the report of this study, I realized that two important points about correctional center libraries in Illinois were not covered. I would like to summarize the relationship of corrections theories to viable library service in prisons, and to state the reasons for my continued enthusiastic support of the Illinois plan of system-provided library services in correctional facilities. Indeed, these two concepts are interrelated and merit discussion.

Section 1. Corrections Theories

During the late 1960s and the early 1970s, rehabilitation was the rallying cry of correctional programs. When indeterminate--or indefinite--sentencing (e.g., a term of five years to life) was the rule, an inmate's progress toward rehabilitation was taken into account by the parole board selecting a release date. But in 1978, the Illinois State Legislature established fixed (or determinate) prison terms for felons;[1] accumulated good time became the only rationale for early release. The theory underlying the new sentences (also adopted in other states) is that the purpose of imprisonment is punishment, not rehabilitation.

Although determinate sentencing laws are considered by most to be more humanitarian, because inmates know exactly how long they will be imprisoned and do not need to appear reformed in order to be released, the concept of imprisonment as punishment does not seem to be. It is, however, pragmatic. Most penologists agree that "An institution built to carry out society's moral precepts through punishment and deterrence cannot also function as an effective means to rehabilitate the offender."[2] The renunciation of rehabilitation as the rationale for imprisonment affects prison services in the U.S. in a number of ways. Perhaps most importantly, voluntary participation in recreational, vocational, and re-entry programs has replaced compulsory corrective (rehabilitative) programs.

When prisons were considered rehabilitative, there was a large credibility gap. That is, the difference between the stated objective and the actual operations of the institution was distressing and large. Now that most American correctional agencies, including the IDOC, do not claim to "rehabilitate," but to "house," to "isolate," and to "deter," the gap is closing. However, it still exists for libraries in prisons because the ACA Manual of Correctional Standards and the ACA/ALA Library Standards for Adult Correctional Institutions stress the library's "responsibility to support, broaden, and strengthen the institution's total rehabilitation program." This standard needs revision, as does the perceived mission of the library.[3]

One former prison librarian has said that "the greatest contribution of the library [in prison] will be in the power to ungird itself from the rehabilitation strategy in behalf of the offender's right to read."[4] He echoes LeDonne's recommendation that "Library service should be predicated upon the individual's right granted under the first amendment of the Constitution to read and have access to all information and all points of view."[5] The prisoner's right to read has been upheld in numerous court decisions,[6] and provides a valid theoretical framework for library services in prison.

I urge all Illinois prison librarians, and IDOC personnel, to consider the prisoner's right to read as ample justification for library services. Most of the librarians we interviewed spoke of the library as rehabilitative, as a means of access to the courts (a narrow view which considers only the law library and which is prevalent in adult institutions), or as an adjunct to the educational program (in juvenile facilities especially). All of these approaches miss the point: that residents of correctional centers have the same rights to information and to reading materials as do any other citizens. Offenders are imprisoned for a set period of time to be punished for their crimes; the loss of their freedom is the punishment the courts have deemed correct, not the loss of their right to read.

A second implication of the new corrections approach is that re-entry into the community should be a priority. When their prison terms are up, prisoners will be released whether rehabilitated or not. The Illinois correctional center libraries are very weak in the pre-release area, perhaps because they are still concentrating on rehabilitation and education rather than re-entry. They should be building collections of job preparation materials, community resource files, survival skills information, clipping files, urban newspapers, etc. (see Chapter 5, "Outreach"). In addition, the prison libraries should be working with public librarians to establish a bridge of service. Certainly the public librarians need assistance and guidance to prepare to serve ex-offenders in their communities, and inmates need encouragement to continue using library resources after their release. Joint public-institution activities can help all parties concerned. (For more on these topics, see Chapter 3, Section 3, and Chapter 5, Section 2.)

Section 2. The Illinois Plan

The Illinois plan of service to state institutions through regional library systems is ideal for stressing the prisoner's right to read and for emphasizing re-entry preparation. However, some problems need to be addressed first. Most of these--access, personnel, substandard collections, services to isolation and segregation--are evident in correctional center libraries throughout the country. LeDonne's 1974 national study stresses these very concerns as have the state-specific reports done during the last ten years. In addition, the Illinois prison libraries suffer from poor communications, loose accountability, and a lack of statewide policies. These problems stem from the three-way relationship of the ISL/IDOC/library system, and most can be solved administratively. I am optimistic that these can be dealt with by implementing the recommendations in this report, because the good faith of all three agencies was evident during the survey.

There is a sense of disappointment in Illinois, a feeling that the novel Illinois approach has not succeeded. But I believe that these reactions are based on 1) a lack of knowledge of problems elsewhere and 2) unrealistically high expectations of the Illinois plan. After all, national publicity has focused on Illinois for nearly ten years. The promise inherent in the Illinois plan is still valid.

The system-provided service approach has more potential than any other for a number of reasons:

1) Because of the integrity of a library program independent of DOC. Wardens and inmates alike told me that prisoners would feel less free to use the library, to ask questions, or to request materials if they felt that the library was part of the corrections (punishment) process. One reason that inmates now use the library so frequently is that it gives them an opportunity to make independent choices, and it provides them with privacy. The separation of the library from the DOC is one of the major advantages of system-provided services, as compared to most other states.

2) Because it is a public library service, dedicated to recreational, informational, and self-growth reading. Unfortunately, the beauty of this philosophy has been lost on some librarians who mistake their general library mission for one of education or law. They should re-consider the value of public libraries, especially in the light of the new emphasis on the right-to-read and on re-entry. They might also contemplate the merit of an approach that allows the library to be independent of the School District. This autonomy is an advantage of the Illinois plan which many other states do not enjoy.

3) Because of the strengths and diversity of the library systems involved. The prison libraries can benefit from library systems which represent many types of libraries--public, school, academic, and special--and from 10 different systems, each of which operates under its own philosophy and board. This is one of the main advantages of the Illinois plan over that of Washington or other states where library service is provided to institutions from the State Library.

4) Because of the direct relationship with public and other libraries on the outside. As dwindling appropriations and spiralling costs force libraries to share resources, and as re-entry becomes a focus of correctional programs, institution-community cooperation becomes essential. The Illinois approach is designed for easy cooperation, more than is any other mode of library service to correctional centers.

In summary, system-provided library services to institutions is an excellent idea, but its execution has been faulty. Therefore, statewide policies must be formulated, budgeting and reporting procedures must be improved, personnel problems must be discussed and solved. The Secretary of State needs to be impressed with the validity of this service, the IDOC must take more responsibility for it, and the librarians must concentrate on outreach services and public library cooperation. Only then can the promise of the Illinois plan be realized.

1. Illinois Revised Statutes, Chapter 38, Section 1013-3-3; effective February 1, 1978.

2. D. K. Sechrest, "The Accreditation Movement in Corrections," Federal Probation (December 1976) 40:15-19.

3. Most of what librarians call "rehabilitative" will continue anyway, e.g., the literacy courses, pre-release preparation, and appreciation of reading. But none of this officially has been deemed rehabilitative by penologists and can be viewed as bolstering reentry programs.

4. Richard M. Barone, "De-Programming Prison Libraries," Special Libraries (September 1977) 68:297.

5. Marjarie LeDonne, Survey of Library & Information Problems in Correctional Institutions. Berkeley, CA: University of California Institute of Library Research, 1974. Volume 1, p. 69.

6. Coffin v. Reichard, 143 F.2d 443 (C.A. KY 1979), Sostre v. Otis, 330 Fed Supp 941 (S.D. NY 1971). Also see Chapter 6, Section 2 in this report.

CHAPTER 9. SUMMARY OF MAJOR RECOMMENDATIONS

These recommendations are not listed in order of priority. They are also not fully explained here; for information on each, and on all other recommendations, see the text of the report.

Section 1. Major Recommendations for ISL

1) Funding for general library services to residents and staff should be appropriated to the ISL rather than to the DOC. In other words, the current method of funding should be continued, with some refinements. (Chapter 2, Section 7)

2) An amendment to the Illinois Revised Statutes Chapter 128, Section 107 (on powers and duties of the ISL) and an amendment to the library system act should be enacted to give a clear mandate to provide general library services to institution residents. (Chapter 2, Section 1)

3) An ISL Advisory Committee on Institutional Library Services should be established to advise the ISL on policies and programs. It should consist of no more than nine persons representing the DOC, library systems staff, correctional center residents, and library system trustees. (Chapter 2, Section 1)

4) If the proposed library systems rule 81-113.8 is not approved (to allow the ISL to develop and monitor statewide policies for the institutional program), contracts between the ISL and library system should be considered in lieu of the current grants program. (Chapter 2, Section 6)

5) An agreement for system-provided library service to institutions between the ISL and the IDMHDD should be signed; but services based on it should not begin until it is funded separately from the current correctional institutions services. (Chapter 2, Section 3)

6) Contingency -- emergency -- funding formulas should be developed during FY 1984, for use in case of a decrease in the level of appropriations. (Chapter 2, Section 7)

7) The Joint Statement of the DOC and ISL should be rewritten. (Chapter 2, Section 5)

8) Civilian institutional library staff and institutional services coordinators should meet twice a year for continuing education programs coordinated by ISL. One annual meeting might be for all civilian employees; the other arranged according to security and age classifications of the institutions. (Chapter 2, Section 1)

9) Statewide policies on photocopying, emergency procedures, restitution for library materials, salary equity, performance evaluations, security, and other issues should be developed and implemented with the approval of the DOC per suggestions in this report. (Chapter 2, Section 1; Chapter 4, Section 4)

10) A mailing of minutes, articles, bibliographies, legislation and other items should be made by ISL to all institutional library staff at least semi-annually. (Chapter 2, Section 1)

11) Site visits by the ISL Consultant for Institutionalized Services, with the DOC Chief Librarian and Law Library Advisor, should be conducted annually, and result in a written evaluation of the library based on ACA/ALA Standards. (Chapter 2, Section 1)

12) Standard forms for budget requests and planning, for narrative and statistical reporting, and for annual financial statements should be prepared and distributed to the library systems. (Chapter 2, Section 1)

13) A job evaluation study of correctional library civilian positions should be done to determine a fair minimum pay based on the relative worth of the jobs involved. (Chapter 4, Section 4)

14) Job titles, position descriptions, application and evaluation forms should be made uniform statewide for civilian positions. (Chapter 4, Section 4)

15) A statewide uniform pay scale for resident clerks should be determined. (Chapter 4, Section 4)

16) A statewide minimum pay scale for civilian employees should be adopted. (Chapter 4, Section 4)

17) A course on legal collection management should be developed and videotaped for dissemination to all law libraries.* (Chapter 7, Section 2)

18) A bank of legal research training materials should be developed for use by all institutions.* (Chapter 7, Section 5)

19) Access problems should be a priority for discussion with the DOC; solutions should be formalized in writing. (Chapter 4, Section 2)

20) Law librarians should have in-depth training in legal research.* (Chapter 7, Section 2)

*If DOC appoints a Law Library Advisor (recommendation 2 of Section 2), this topic should be handled by that person; if not, then by ISL.

Section 2. Major Recommendations for DOC

1) A professional librarian should be hired as DOC Chief Librarian, with responsibilities parallel to those of the ISL Consultant for Institutionalized Services. This is in accordance with the SERD Report and the original Joint Statement of the DOC and ISL. (Chapter 2, Section 2)

2) A law librarian (preferably with law and library degrees) should be hired as DOC Law Library Advisor to supervise development, maintenance and use of the law libraries and the training of law clerks and residents. (Chapter 2, Section 2; Chapter 7, Section 5)

3) A study of the security needs of the libraries in each security level of institution should be done, in cooperation with the ISL, to ensure that the libraries receive the needed security attention at each institution. (Chapter 2, Section 2)

4) An intensive basic training, followed by intermittent classes on institutional and security concerns, should be provided to all civilian library staff working in correctional institutions. (Chapter 2, Section 2)

5) Legislation based on the Joint Statement should be actively supported to ensure a legislative mandate for general library services to residents and staff through ISL and the library systems. (Chapter 2, Section 1)

6) DOC should absorb the costs of the law libraries and their services in the correctional centers, including the costs of legal materials photocopied for indigent residents. (Chapter 2, Section 2)

7) The Publications Review Committees should be completely severed from library activities. (Chapter 2, Section 2)

8) An annual projection report should be provided to the ISL and the library systems. (Chapter 2, Section 2)

9) School District 428 should be kept a distinct agency, not officially involved with the general library services provided through the library systems. (Chapter 2, Section 4)

10) Weekly, optional trips to the local public library should be arranged for community correctional center residents to encourage their continued use of library resources during the transition from incarceration to freedom. (Chapter 2, Section 2)

11) A photocopy procedure whereby residents purchase cards or tokens from the commissary should be adopted. Indigents should receive the cards or tokens from the DOC when pauper status has been determined. (Chapter 1, Section 1; Chapter 7, Section 4)

12) Site visits by the DOC Chief Librarian and DOC Law Library Advisor, with the ISL Consultant for Institutionalized Services, should be conducted annually, and result in a written evaluation of the library based on ACA/ALA Standards. (Chapter 7, Section 5)

13) Agreements between each correctional center and the corresponding library systems should be discussed and signed annually. (Chapter 3, Section 4)

14) The use of ultrafiche law materials should be considered. (Chapter 7, Section 5)

15) The feasibility of using a computerized legal research system should be re-evaluated periodically. (Chapter 7, Section 5)

16) The use of the library as a substitute teacher or a holding area should be discontinued in the youth centers. This is in accordance with the Joint Statement of the DOC and ISL. (Chapter 4, Section 8)

17) Access problems should be a priority for discussion with the ISL; solutions should be formalized in writing. (Chapter 4, Section 2)

18) Statewide policies on evaluation, photocopying, emergency procedures, restitution for lost library materials, salary equity, censorship, donated books, access to professional materials, and security should be discussed and implemented in cooperation with the ISL. (Chapter 2, Section 1; Chapter 4, Section 4)

19) Library hours should be scheduled to accommodate a variety of inmate schedules and to allow a minimum of ten hours per week per inmate for legal research in addition to general library use time. (Chapter 7, Section 4)

20) A careful search for library materials and equipment should be included in the procedures used for transferring or releasing inmates. (Chapter 2, Section 2)

Section 3. Major Recommendations for the Library Systems

1) All correctional centers should have professional librarians. If this is not possible at this time, circuit librarians might be used. (Chapter 4, Section 4)

2) A statewide minimum pay scale for civilian library staff should be adhered to. Until this scale is determined by a job evaluation study, the average salary statewide might be used, with the understanding that no one is to be paid less than his/her present salary. (Chapter 4, Section 4)

3) A statewide uniform pay scale for resident clerks should be determined and adhered to. (Chapter 4, Section 4)

4) Annual budget request forms -- signed by the system director, warden, librarian, and library coordinator -- should be submitted to the ISL six months prior to the beginning of the fiscal year. (Chapter 2, Section 1)

5) A financial report should be filed annually within two months of the close of the fiscal year. In addition, narrative and statistical reports should be submitted annually. (Chapter 2, Section 1)

6) Library staff members in the institutions should be rotated with staff at the system headquarters or member libraries. (Chapter 4, Section 4)

7) Bur Oak and Shawnee Library Systems should each have two institutional services coordinators. Corn Belt and DuPage should have one each, and Cumberland Trail and Lewis and Clark should share one for their four institutions. River Bend, Starved Rock, and Illinois Valley should share one for their three institutions. These arrangements will allow the coordinators to spend one day each week at each facility. Inter-system contracting might be used for coordinators' services. (Chapter 3, Section 1)

8) Cooperation in collection building, film services, materials rotation, continuing education, programming, and other resource sharing ideas should be pursued among the systems. (Chapter 3, Section 2)

9) A method for sharing correctional center materials with system member libraries should be developed, and periodicals received by correctional centers should be included in union lists. (Chapter 3, Section 3)

10) Agreements between each center and the corresponding library system should be signed annually. (Chapter 3, Section 4)

11) Continuing in-service training for law clerks and legal research classes for residents should be made available, perhaps through videotapes. (Chapter 7, Sections 2 and 4)

12) A full-time civilian library employee should serve as a notary public in each correctional center library. (Chapter 7, Section 4)

13) A statewide policy on photocopying, including a provision for free photocopying for indigents, should be adhered to by all library systems. (Chapter 2, Section 1; Chapter 7, Section 4)

14) Library hours should be scheduled to accommodate a variety of inmate schedules and to allow a minimum of ten hours per week per inmate for legal research, in addition to general library use time. (Chapter 7, Section 4)

15) Resident advisory committees should be established in all institutions. (Chapter 4, Section 9)

16) Library programming should be a major thrust in library services. (Chapter 5, Section 3)

17) All CC libraries should have ample civilian staff as per Standards. (Chapter 4, Section 4)

18) Institutional librarians should have frequent opportunities for meeting and discussion. (Chapter 4, Section 4)

19) DOC and library system on-site supervisors should complete an annual "courtesy evaluation" of the institutional librarian. (Chapter 4, Section 4)

20) Standardized application, testing and evaluation forms should be used for resident clerk positions. (Chapter 4, Section 4)

21) Staff libraries should be given higher priority than they receive now. (Chapter 4, Section 7)

CHAPTER 10. SUGGESTIONS FOR FUTURE RESEARCH

Because this study was necessarily limited by time and budget constraints, certain questions of interest were not investigated. These may provide ideas for future research on prison libraries.

1) What is the impact of library service on the lives of the residents? One approach would be to follow up on ex-offenders a year or more after their release to ascertain the effects of library materials and services.

2) Does the provision of library service in prison lead to lifelong library use? This question is related to the previous one, but concentrates on post-release library use. Even prisoners who are avid readers while incarcerated may not use the library on the outside to the same extent. It is possible that the prison library provided simply a means of doing time, a mental escape, which the ex-offender does not need; or that his/her purposes can be better served by other activities and agencies on the outside. Note that whatever the result of an examination of this question, the justification for library service to prisoners should be based on what it can provide at that time, not solely on possible future effects on their use of libraries.

3) Would improved local public library-institutional library cooperation facilitate continuing library use by ex-offenders? If public librarians were better prepared for ex-offenders to use their libraries, and if the prisoners were knowledgeable about the services awaiting them, would continuing library use result?

4) What is the effect of legal research training for inmates? Some DOC administrators fear that legal research training will result in more lawsuits; they feel that ignorance minimizes the number of lawsuits filed. Other administrators--and many attorneys--suggest that training will increase the quality but not the quantity of suits filed. This point of view raises the question of whether the success rate of cases filed by residents correlates with the extent and quality of legal training of the inmate (or of his/her jailhouse lawyer).

5) What factors are associated with the use of the library? Our research has demonstrated that neither personal characteristics of the inmate (age, race, sex, length of institutionalization, level of formal education, library use before prison, and current class enrollment) nor institutional characteristics of the center (security level of the institution and number of residents) and of the library (number of volumes, of hours open, of staff and of periodical titles, and total expenditures) account for much of the variation in response to the question "Do you use the library here?" 75% of that variation is attributable to unknown factors. These may include personal characteristics of the librarian, the warden, library and security staff members, availability of library outreach and programming, and other factors.

6) What would be the effect of improved training for librarians? Could better preparation and continuing education affect the turnover rate? Might they reduce burnout symptoms or assist with their treatment?

7) What would be the effect of rotating librarians on the library community's acceptance of prison library services? On the turnover and burnout rate of librarians? On the quality of library services provided to prisoners and staff?

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Appendix A. Interview Forms Used.
(retyped to save space)

INTERVIEW QUESTIONS FOR LIBRARY SYSTEM DIRECTORS AND FOR LIBRARY SYSTEM INSTITUTIONAL SERVICES COORDINATORS

Name and position:
System name and location:
Date:

How long has this system been providing service to correctional centers? Which one(s)?

Where does this service fit into your system's administrative organization?

How does it relate to other services you offer?

Is the library system staff enthusiastic about this service? The board? Has this been the case since the beginning of the service?

Has the service remained constant over the years? What changes have been made?

What do you see as the major problems with the service? What are its major strengths?

How would you characterize the correctional center's role in this service? The Department of Corrections'?

Who at the correctional center do you speak to when communications are necessary?

Is he/she cooperative? Enthusiastic? What is his/her relationship to the library? Does he/she play a role in book selection? Staff selection? Programs?

How would you characterize the State Library's role in this service?

What else would you like from the State Library?

How should LSCA funds be distributed to the systems? Is the current method good?

Does your system pay overhead costs or are they taken from the LSCA funds?

What is your overhead for this service? What accountability for funds is there?

Do you feel that there should be standardized policies statewide (e.g., use of audio-visual materials, instruction in legal research, orientations for staff and residents...)?

What should be left up to the local system to decide?

What specific suggestions do you have about the service?

Should the present pattern of library service to correctional centers through local library systems be continued? Why?

How can the library systems share resources for this service?

How can the library community be persuaded to give increased acceptance and support to this service?

May we see any joint agreements, letters of intent, etc. which you have with the correctional center? Also, from the last ten years?

QUESTIONS FOR STAFF OF THE GENERAL LIBRARY

Name:
Position:
Institution:
Date:

How long have you been working in the library?

What is your formal educational experience? What in-service training were you given?

Who is your direct supervisor? Who is next higher in the administrative hierarchy?

Are these people supportive of you and the library? How is the warden to work with?

How would you characterize your relationship with the correctional facility staff? With education staff (at IYCs)?

How would you characterize your relationship with the library system staff?

What role, if any, does the state DOC play in your service?

What role, if any, does the State Library play in your service?

What are the highlights/major strengths in the services you provide?

What are your major problems in providing the service?

Do you have full responsibility for book selection? If not, who plays a role?

How do you decide what materials to purchase?

What is the proportion of fiction/non-fiction? Hardback/paperback?

How are the materials ordered? processed? cataloged? organized?

Do you have full responsibility for writing your budget requests? If not, who plays a role?

Would statewide, standardized policies in certain areas (e.g., photocopying, book selection, etc.) be helpful to you?

What could the State Library, DOC, your library system, or others do to make your service easier to provide?

What programming do you offer through the library?

How much of the library use by residents is school-related?

What are the most popular books/periodicals/AV that you have?

May I please see circulation statistics for the past 6 months?

How often may residents use the library? For how long at a time?

How do you serve residents in segregation? protective custody? hospital?

How do you publicize the library and its services?

How often do the staff use the library?

What type of material do staff usually borrow/request?

How often do you use interlibrary loan to get requested materials? How long does it take to get them?

Do you have any other comment/suggestions you'd like to make?

Do you have an advisory committee? If so, who is on it?

Do you have a printed policy statement?

What is your philosophy for this library?

Are you involved in the institution's total rehabilitation program?

Do you ever meet with other department heads of this center?

Do you meet regularly with other staff (department heads) of the library system?

Do you have short and long range plans for the library?

Do you provide library orientation for new residents?

In what foreign languages do you have materials?

Do you have re-entry materials?

Do you have high-interest low-difficulty materials?

LIBRARY CLERK INTERVIEW

Name:
Position:
Institution:
Date:

How long have you been working in the library?

How long had you been here before you got the library assignment?

Why did you want to work in the library?

Do you like it?

What are your main responsibilities?

Were you given any training for this job?

How far did you get in school on the outside?

Are you taking classes now? What?

Do you use the library yourself? How often? What do you like to read?

What are the most popular books/periodicals/AV in the library?

How often may residents use the library? For how long at a time?

How often does the staff use the library?

Is this library adequate?

How could the library be improved?

Do you have any other comments you'd like to make?

QUESTIONS FOR STAFF OF THE LAW LIBRARY

Name:
Position:
Institution:
Date:

What is your educational background?

What is your work experience?

Do you have any special training in handling or interpreting legal materials?

Is there any provision for continuing or updating your or your assistants' training in the use of legal materials?

Do you have assistants in the law library? Are they inmates? DOC employees? Library system employees?

Are there any legal research courses offered to inmates by the law library? By the institution? Live, tape or print?

Is there anyone you can consult if you don't understand what type of legal information is needed by an inmate? Who?

Are there categories of materials or types of requests the law library will not fill? Describe.

To your knowledge, do inmates have access to legal information other than that provided by the law library? Describe.

Describe inmates' attitudes toward the law library. Do they differ from their attitudes toward the general library?

Do you have adequate resources (time, money, staff) to do your job well?

How would you improve library service at your institution?

Have you worked in a prison law library in another state? Or another prison in Illinois? How did it differ from your present library?

Do you plan to continue a career as a prison law librarian indefinitely? Why or why not?

Do you assist inmates to file legal documents? If not, who does?

Is there a notary public available to inmates?

Are there typing and copying facilities in the law library? Elsewhere in the institution? What are the restrictions on their use?

Does the law library supply legal forms to inmates?

Does service to inmates in segregation differ from service to the general population? How?

INTERVIEW QUESTIONS FOR WARDENS/SUPERINTENDENTS

Name:
Position:
Institution:
Date:

Who provides library services here?

Was there a library before the library system became involved? What was it like?

How easy is it to work with the librarian?

Do you receive complaints about the library from residents? Staff?

How would you characterize the library system's involvement?

Who do you speak to if a problem arises?

What are the problems with having the library run by an outside agency? What are the advantages?

Could you foresee library services being provided and funded by the DOC?

Should the current pattern of library service be continued? Why?

How often can the residents use the library? For how long at a time?

Is the current library adequate? How can it be improved?

What assistance would you like from the library system which you're not getting now? From the DOC? From the State Library?

How are resident library staff selected? How are they paid?

Do you have any other comments/suggestions you'd like to make?

What is the total budget for the institution?

Are there short and/or long-range plans for the library?

Is the librarian paid commensurately with the guards and the educational staff?

Is the resident library staff paid equivalently with other prison assignments of residents?

Is there an orientation for new residents, and does it include the library?

Are there regular meetings of the center staff? Is the librarian included in these meetings?

RESIDENT INTERVIEW

Date_____ Institution_____

Explanatory Statement

My name is _____. I'm from the University of Illinois Library Research Center. We are doing an evaluation of the library services provided in Illinois state prisons. Part of it is based on interviews with residents like yourself, who have been selected at random by a computer. We will not even ask your name, and everything you say will be kept confidential. In September, a report will be given to both the State Library and the Department of Corrections, but no one will be able to identify where we got our information or to trace your comments and answers. We hope that the report will result in better library services but I cannot make you any specific promises. How the report is used is up to the State Library and the Department of Corrections. Is it all right with you if I ask you some questions about the library here?

Age:
Race:
Sex:

Educational/reading level: ("How far did you get in school on the outside?")

Length of sentence: Length already served:

Commitment to other Illinois correctional centers:
Did you use the library there?

Any library use before prison: (school, college, public) ("Did you every use a library on the outside?")

Is there a library here? How did you find out about it?

Do you use it? What for? In-library use? Check out materials?

Are you taking any classes now? Do you use the library for class work?

How often do you use the library? Would you use it more often if you could?

Other than the library, how do you get reading materials? Mail? Visitors? Can you order books from stores? Publishers?

What do you like about the library? What don't you like?

Have you had any problems with it?

Did you ever go to the library for a book and find that it wasn't there? What did you do? Interlibrary loan?

Did you ever see a film at the library? Go to a book discussion group? Any other program?

Is there a law library here? Have you ever used it? How often? What were you trying to find out/to do?

Have you every filed a document with the court since you came here?

Did you have someone help you with it? Who? Another resident? Public defender?

Have you ever helped anyone else with a legal document?

What do you do if you have a question (legal or not) and don't know how to answer it?

Are you reading a book/magazine now? What? Is that your favorite kind?

Is there any book which has been especially important/meaningful to you during your life?

Would it make any difference to you if there were no libraries here? How?

Do you know who provides the library services here?

Is there anything else you'd like to tell me about the library?

Thank you for talking with me.

INSTITUTION VISIT EVALUATION SHEET

Date_____ Institution_____

FACILITY

Location Atmosphere
Decor and furnishings (including colors used, decorations, carpeting)

Lighting Space (including number of chairs, study carrels, tables, etc.)

Is law library in same facility? Relationship between two. Other comments.

MATERIALS

Physical condition, age
Paperbacks vs. hardbacks
Periodicals
Variety Foreign languages? Which? ABE, GED, and voc ed? Re-entry? Hi/Lo?

Reference collection
Staff materials? Housed separately? Shelved separately?
Games and realia
AV, including records and cassettes for resident use
Typewriters, xerox machine
Other comments

ORGANIZATION

Are materials cataloged? Dewey, LC, or other?

Is there a card/book/microfiche catalog of this facility's holdings? Of the system's?

How are materials shelved?

Signage

Do all materials circulate? What procedures are used?

Other comments

STAFF

How many present during visit? Civilian/resident ratio?

Is a guard stationed in/by library?

Other Comments

USE

Note any use during visit. Who/how many people came to library? For what purpose? Etc.

Appendix B. Summary of Inmates' Responses to Interview Questions

1. By correctional center

Adult centers		Youth centers	
Centralia	11/6%	Dixon Springs	4/2%
Dwight	6/3%	DuPage	4/2%
East Moline	2/1%	Hannah City	2/1%
Graham	12/7%	Joliet	3/2%
Joliet	10/6%	Kankakee	4/2%
Logan	8/4%	Pere Marquette	4/2%
Menard	24/13%	St. Charles	5/3%
Menard Psychiatric	4/2%	Valley View	4/2%
Pontiac	23/13%	(Subtotal	30/17%)
Sheridan	6/3%		
Stateville	23/13%		
Vandalia	12/7%		
Vienna	10/6%		
(Subtotal	151/83%)	Total	181/100%

2. By age

Under 18:	25/14%	31-40:	28/16%
18-21:	35/19%	41-50:	8/4%
22-30:	76/42%	51+ :	9/5%
		Total:	181/100%

3. By race

Black:	113/62%	Latin:	7/4%
White:	59/33%	Other:	2/1%
		Total:	181/100%

4. By sex

Male:	172/95%	Female:	9/5%
		Total:	181/100%

5. By level of formal education completed

1-6th grade:	2/1%	high school graduate:	45/25%
7-9th grade:	49/27%	1-2 years of college:	12/7%
10-11th grade:	72/40%	3-4 years of college:	1/1%
		Total:	181/100%

6. By length of sentence

Up to 6 years:	90/50%	21+ years:	26/14%
7-20 years:	64/35%	death:	1/1%
		Total:	181/100%

7. By length of time already served

Up to 6 months:	31/17%	4-10 years:	40/22%
7-11 months:	23/13%	11-20 years:	5/3%
1-3 years:	82/45%	Total:	181/100%

8. By commitment to any other Illinois correctional center

Yes, one other:	61/34%	No:	86/48%
Yes, two others:	29/16%	Total:	181/100%
Yes, 3+ others:	5/3%		

9. Did you use the library there?

Yes:	54/57%	No answer:	21/22%
No:	20/21%	Total:	95/100%

10. Did you use any library before you were sent to prison?

Yes - school library:	12/7%	Yes - school, public & college:	1/1%
Yes - public library:	77/42%	No (or very seldom):	36/20%
Yes - school & public:	53/29%	No answer:	2/1%
		Total:	181/100%

11. How did you find out about the library here?

Orientation:	43/24%	Saw it or saw announcement of it:	50/28%
Other residents:	64/35%	Other:	5/3%
Prison staff:	11/6%	No answer:	8/4%
		Total:	181/100%

12. Do you use it?

Yes:	151/84%	In protective custody or segregation:	12/7%
No:	18/10%	Total:	181/100%

13. What do you use the library for? (more than one answer possible)

To check out materials:	123/46%	For socializing:	4/1%
For in-library reading:	128/48%	Other:	4/1%
For music or audiovisuals:	6/2%	Total:	267/100%
For quiet and relaxation:	2/1%		

14. Are you taking classes now?

Yes:	85/47%	No answer:	31/17%
No:	65/36%	Total:	181/100%

15. Do you use the library for class work?

Yes:	41/48%	No answer:	2/2%
No:	42/49%	Total:	85/100%

16. How often do you use the library?

Daily: 20/11%	Monthly: 20/11%
2-3 times a week: 35/19%	Less often than once a month: 23/13%
Weekly: 27/15%	Never or once only: 27/14%
2-3 times a month: 25/14%	No answer: 4/2%
	Total: 181/100%

17. Would you use the library more if you could?

Yes: 115/64%	No answer: 18/10%
No: 46/25%	Total: 181/100%
Maybe: 2/1%	

18. Other than the library, how do you get reading materials? (more than one answer possible)

Mail: 72/28%	Borrow from other residents: 80/31%
Visitors: 31/12%	Other: 16/6%
Order from stores or publishers: 27/11%	None: 27/11%
Buy at canteen: 3/1%	Total: 256/100%

19. What do you like about the library? (more than one answer possible)

The books: 53/25%	Library staff, ease of access, etc.: 30/14%
Magazines and newspapers: 12/6%	Interlibrary loan: 3/1%
Music and other materials: 16/8%	Escape from boredom: 4/2%
Social place: 3/1%	Physical layout and location: 10/5%
Quiet/place to relax: 46/22%	Reading materials in general: 31/15%
	Total: 208/100%

20. What don't you like? (more than one answer possible)

Access to library/hours open, etc.: 51/22%	Need instruction in how to use the library: 6/3%
Library staff: 33/15%	Long wait for requested materials: 12/5%
Library rules: 20/9%	Other: 14/6%
Physical layout and location: 21/9%	Total: 227/100%
Library materials: 70/31%	

21. Have you had any problem(s) with the library? (more than one answer possible)

No: 108/75%	Yes, with hours open: 14/10%
Yes, with library staff: 10/7%	Yes, other: 4/3%
Yes, with overdues: 6/4%	Total: 142/100%

22. Did you ever go to the library for a book and find it wasn't there?

Yes: 100/55%	No answer: 34/19%
No: 47/46%	Total: 181/100%

23. If yes, what did you do about it? (more than one answer possible)

Asked library staff for help, for a reserve, etc.: 46/42%
Used interlibrary loan: 33/30%
Gave up: 13/12%
Took another book: 11/10%
Kept on looking for it: 3/3%
Got it elsewhere: 3/3%
Total: 109/100%

24. Did you ever see a film at the library?

Yes (including TV, filmstrip, etc.): 30/17%
No: 119/66%
No answer: 32/18%
Total: 181/100%

25. Did you ever go to a book discussion group or other program in the library?

Yes: 6/3%
No: 138/76%
No answer: 37/20%
Total: 181/100%

26. Have you ever used the law library here?

Yes: 87/48%
No: 55/30%
No answer: 39/22%
Total: 181/100%

27. If yes, how often?

2-3 times a week: 10/11%
Weekly: 8/9%
2-3 times a month: 6/7%
Monthly: 10/11%
Less often than once a month: 16/18%
Infrequently: 14/6%
Once only: 17/20%
No answer: 6/7%
Total: 6//100%

28. What were you trying to find out/to do?

Work on own case: 62/72%
Work on someone else's case: 1/1%
Work on own case and on someone else's case: 3/3%
Learn about law in general: 14/16%
No answer: 6/7%
Total: 87/100%

29. Have you ever filed a document with the courts since you came here?

Yes: 50/28%
No: 41/23%
No answer: 90/50%
Total: 181/100%

30. If yes, did anyone else help you with it?

Yes: 39/80%
No: 10/20%
Total: 49/100%

31. If yes, who:

Law library clerk: 20/51%
Another resident: 13/33%
Own attorney or public defender: 6/15%
Total: 39/100%

32. Have you ever helped anyone else with a legal document?

Yes: 31/17%
No: 49/27%
No answer: 101/56%
Total: 181/100%

33. What do you do if you have a question (legal or non-legal) and don't know how to answer it?

Ask another resident: 37/20%
Ask a counselor or other prison staff: 34/19%
Ask library staff member: 44/24%
Use the library: 24/13%
Write or ask an attorney: 8/4%
Other (don't know, depends on the question, etc.): 12/7%
No answer: 21/12%
Total: 181/100%

34. Are you reading a book or magazine now?

Yes: 140/77%
No: 36/20%
No answer: 5/3%
Total: 181/100%

35. If it's a book, what kind is it?

Biography or history: 12/10%
Sports: 1/1%
Poetry: 4/4%
Occult or religion: 14/12%
Nonfiction in general: 38/33%
Science fiction: 7/6%
Western: 4/4%
Mysteries: 10/9%
Romances: 3/3%
Fiction in general: 21/18%
Total: 114/100%

36. If it's a magazine, what kind is it?

Sports: 7/21%
Picture or comic: 12/36%
News: 8/24%
Religious: 2/6%
Standard subject: 2/6%
Not specified: 2/6%
Total: 33/100%

37. Is what you are reading your favorite kind?

Yes: 101/77%
No: 31/23%
Total: 132/100%

38. Is there any book which has been especially important/meaningful to you in your life?

Yes: 85/47% No answer: 5/2%
No: 91/50% Total: 181/100%

39. Would it make any difference to you if there were no library here?

Yes: 149/82% No answer: 11/6%
No: 21/12% Total: 181/100%

40. If yes, in what way? (more than one answer possible)

Relief from boredom: 50/25%
Availability of reading materials: 62/31%
Opportunity for self-education, information seeking, keep up with outside world, etc.: 40/20%
Quiet place: 7/4%
Access to legal materials: 28/14%
Other (photocopy service, etc.): 12/6%
Total: 199/100%

41. Do you know who provides the library service here?

Yes (correct): 45/25% No answer: 9/5%
No (or incorrect): 127/70% Total: 181/100%

Appendix C. Summary of Responses to Correctional Library Survey

(a) Item (note 3)	Maximum Security Correctional Centers (b) Dwight	(c) Joliet	(d) Menard	(e) Menard SU	(f) Menard PC	(g) Pontiac	(h) Stateville
1(I). Library expenditures for 1980/81 (with funds from ISL).							
a. Salaries	$18,947	$32,237	$59,053	$20,363	$32,581	$47,822	$64,446
b. Books	7,491	6,186	} 32,167	} 11,092	} 17,747	12,684	16,813
c. Periodicals	1,641	1,860				2,955	4,198
d. AV materials	846	248	1,576	544	870	210	--
e. AV equipment	160	--	} 1,936	} 668	} 1,068	364	1,200
f. Other equipment	2,388	--				4,072	75
g. Supplies	1,357	375	2,234	770	1,232	2,524	4,514
h. All other (note 4)	1,457	1,445	13,334	4,598	7,357	4,390	4,122
TOTAL	$34,288	$42,351	$110,300	$38,035	$60,855	$75,019	$95,368
2(II 1). Number of hard cover books added in 1980/81 / number held at end of 1980/81.							
a. Law books	233/2116	86/2372	175/4528	--/25	600/2578	775/4087	190/7500
				?/295			
b. General	420/4604	277/5376	2107/18,777	847/3100	1154/5810	213/8000	862/5100
3(II 2). Number of paperback books added in 1980/81 / number held at end of 1980/81.							
	1023/6936	--/704	--/7640	756/2500	792/2246	2422/17,000	--/150
				--/589			
4(II 3). Number of periodical subscriptions added in 1980/81 / number held at end of 1980/81.							
a. Legal	1/4	--/18	--/6	--	--/4	20/23	--/20
				?/2			
b. General		--/79	8/108	17/40	--/44	2/119	--/73
5(II 4). Number of titles of each type of audiovisual materials / number of pieces of equipment available in the correctional center library for that format.							
a. Films/filmstrips	--	7/2	46/46	--	42/2	--	12/3
b. Slides	--	50/1	--	--	2/1	--	--/1
c. Records	311/1	--/1	110/140	70/1	440/1	302/4	134/1
d. Audio cassettes or tapes	1400/25	63/4	36/36	225/8	150/8	435/5	73/5
e. Videotapes & videocassettes	--	39/2	--	--	--	3/--	65/4
f. Microform	--	--	--	--	--	--	--
g. Realia	--	--	--	--	--	--	--
h. Other (see note 6)	--	--	15/15	--/6	--/8	--	--/3

App. C, cont'd (p. 1b)

(a) Item (note 3)	Maximum Security Correctional Centers (b) Dwight	(c) Joliet	(d) Menard	(e) Menard SU	(f) Menard PC	(g) Pontiac	(h) Stateville
6(II 5). Who is responsible for selecting library materials for purchase? (see note 7)	IL	IL	SC	IL DOC	IL	IL	IL
7(II 6). Do these selections need approval from any member of the DOC staff?	No	No	No	No Yes	No	No	No
8(III A). Which of the following services or programs does the correctional center library presently provide? (See note 8 for code for answers)	1/2/4/5/8/ 9/11/13	2-11/14-15/ 17-24	2-4/8-10/ 20/22/25	2/5/8	1-3/4/7-9 20-21/25	1-3/5/ 8-10/13	2-5/6-10/12 14/19/26-30
9(III B). Which of the following types of material does the correctional center provide? (See note 9 for code for answers)	1/3/4/5/7	1-8	1-7	1-5/7	1-7/10	1/3-5/7	2-6/9-10
10(III C 1). Total number of hours the library is open per week.	48	50	40	20 40	30	22.5	52.5
11(III C 2). Number of evening (after 6 PM) and weekend hours the library is open.	8	20	0	14	0	0	10
12(III C 3). Number of hours allowed per resident per week to visit the library.	48	0-20	5-8	5 7.5	30	10	10.5
13(III C 4). Is the library kept open when the regular library staff is not available?	No	No	No	No	No	No	No
14(III C 5). How many residents are allowed in the library at one time? (see note 10)	25	20	40	NL 5	30	75	110
15(III C 6). Are residents usually allowed to leave work areas to visit the library?	Yes	No	Yes	Yes No	Yes	No	No

App. C, cont'd (p. 1c)

(a) Item (note 3)	Maximum Security Correctional Centers (b) Dwight	(c) Joliet	(d) Menard	(e) Menard SU	(f) Menard PC	(g) Pontiac	(h) Stateville
16(III C 7). How are persons served who are in: (see note 11 for code for answers)							
a. Hospital	1	4	1/6	NA	2	10	2
b. Segregation	2	2/4	7/8	NA	2	2	2/8
c. Adminstrative segregation	2	2/4	7/8	NA 8/9	2	2	2
d. Other	3	5	1/6	--	3	3	2
17(III C 8). What is the approximate reading area space in square feet?	450	950	1270	40 (note 12)	532	828	4000
18(III C 9). What procedures are followed when requested material of the following kind is not in the library? (note 13)							
a. Legal	1/2	1/3	1/4	)	1	2/1	1
b. School	1/2	1	1	)- 3/1/4	1	2/1	1
c. General	1/2	1	1	)	1	2/1	1
19(IV 1). Does the person in charge have a library school degree? / If no, has the person in charge had library-related course work?	Yes/--	No/Yes	No/Yes	No/No	No/No	Yes/--	Yes/--
20(IV 2). Is this library the only responsibility of the person in charge? / If no, describe other responsibilities briefly / and estimate the average number of hours per week spent on these other duties. (see note 14)	Yes/--/--	Yes/--/--	No/1-2/2	-- No/2/20	Yes/--/--	No/--/--	Yes/--/--
21(IV 3). Is the librarian responsible for operating more than one library?	No	No	Yes	Yes	No	Yes	Yes

App. C cont'd (p. 1d)

(a) Item (note 3)	Maximum Security Correctional Centers (b) Dwight	(c) Joliet	(d) Menard	(e) Menard SU	(f) Menard PC	(g) Pontiac	(h) Stateville
22(IV 4). For each type of staff the number of employees/resident (R) or civilian (C)/professional (P), para-professional (PP), clerical (C), or maintenance (M) / number of hours worked per week by each person / and source of salary funds (I for Illinois State Library, D for Department of Corrections).							
a. Institutional librarian and assistant institutional librarian	1/C/P/35/I	1/C/PP/37.5/I	1/C/P/40/I	1/C/P/40/I	1/C/P/40/I 1/C/P/20/I	1/C/P/35/I	2/C/P/37.5/I
b. System coordinator of institutional services	1/C/P/13/I	--	--	--	1/C/P/6/I	1/C/P/30/I	--
c. Library assistant	--	I/C/PP/37.5/I	1/C/C/40/I 1/C/C/20/I	--	--	1/C/C/35/I	1/C/C/37.5/I
d. Library clerk	1/R/C/40/I	2/R/C/37.5/I	7/R/C/35/I	2/R/C/18/I 1/R/C/15/D 1/C/C/40/D	3/R/C/40/I	10/R/C/30/I 2/R/C/20/I	1/R/PP/37.5/I 5/R/C/37.5/I
e. Legal clerk	2/R/C/40/I	2/R/C/37.5/I	3/R/C/35/I	--	1/R/C/40/I	5/R/C/30/I	3/R/PP/37.5/I 2/R/C/37.5/I
f. Clerical supervisor	--	1/C/PP/37.5/I	--	--	--	--	1/C/PP/37.5/I 1/R/PP/37.5/I 1/R/C/37.5/I
g. Legal advocate	--	2/R/PP/37.5/I	--	--	--	--	5/R/PP/37.5/I
h. Other	--	1/R/PP/37.5/I	--	--	--	--	--

App. C cont'd (p. 2a)

(a)	Maximum Security CC (i)	(j)	Medium Security Correctional Centers (k)	(l)	(m)	(n)	(o)
Item (note 3)	Stateville MSU	Stateville Staff Lib.	Centralia	Graham	Logan	Sheridan	Vandalia
1(I). Library expenditures for 1980/81 (with funds from ISL).							
a. Salaries	$13,540	$14,000	$14,169	$38,251	$49,315	$25,380	$24,337
b. Books	2,000	80	59,306	6,599	} 19,028	13,804	23,600
c. Periodicals	875	--	2,701	2,400		4,241	3,899
d. AV materials	--	--	19,883	--	1,250	618	319
e. AV equipment	800	--	} 47,021	--	} 1,410	596	} 8,177
f. Other equipment	150	--		3,487		7,832	
g. Supplies	400	250	4,565	650	3,000	1,440	2,281
h. All other (note 4)	700	50	3,299	14,208	8,720	16,258	5,082
TOTAL	$18,465	$14,380	$150,944	$69,595	$82,723	$70,169	$67,695
2(II 1). Number of hard cover books added in 1980/81 / number held at end of 1980/81.							
a. Law books	65/385	--/16	1405/1405	2005/2005	107/1889	170/3351	175/1700
b. General	264/2190	6/653	1593/1593	9800/9800	949/4163	261/3776	878/4430
3(II 2). Number of paperback books added in 1980/81 / number held at end of 1980/81.	--/850	--/27	556/556	(note 5)	1969/8647	--/10	550/3389
4(II 3). Number of periodical subscriptions added in 1980/81 / number held at end of 1980/81.							
a. Legal	2/6	--	5/5	1/1	--/2	--/10	4/16
b. General	3/35	--	105/105	59/59	--/64	2/92	5/100
5(II 4). Number of titles of each type of audiovisual materials / number of pieces of equipment available in the correctional center library for that format.							
a. Films/filmstrips	--/2	--/1	--	--	600/7	173/3	22/--
b. Slides	--/1	--/1	--	--	?/1	--/1	--
c. Records	37/1	--	--	--	287/2	--/1	--
d. Audiocassettes or tapes	29/2	--/1	--	--	84/1	266/5	17/--
e. Videotapes & videocassettes	14/1	--	--	--	--	3/--	--
f. Microform	--	--	--	--	313/1	--	--
g. Realia	--	--	--	--	--	--	--
h. Other (see note 6)	--	--	75/0	--	--	--	--

App. C. cont'd (p. 2b)

(a) Item (note 3)	Maximum Security CC (i) Stateville MSU	(j) Stateville Staff Lib.	Medium Security Correctional Centers (k) Centralia	(l) Graham	(m) Logan	(n) Sheridan	(o) Vandalia
6(II 5). Who is responsible for selecting library materials for purchase? (see note 7)	IL/ML	IL/ML	SC	IL	IL	IL	IL
7(II 6). Do these selections need approval from any member of the DOC staff?	No	No	No	No	No	No	No
8(III A). Which of the following services or programs does the correctional center library presently provide? (See note 8 for code for answers)	2-4/8-11/13/ 15/20/22-23/27	1-4/9-11/13/ 15-16/31	1-2/8/10/19/ 22/25/32	1-2/4/8-10/ 13/33	1-2/4-5/ 8/10	1-3/5/8-13/ 16	2/8/10/19/ 22/25/32/34
9(III B). Which of the following types of material does the correctional center provide? (See note 9 for code for answers)	1-7/9	3-4/11	1-7	1/3/5-7	1/3-5/7	7/10/12	1/7
10(III C 1). Total number of hours the library is open per week.	37.5	20	40	56	65	37	40
11(III C 2). Number of evening (after 6 PM) and weekend hours the library is open.	8	0	6	10	24	4	6
12(III C 3). Number of hours allowed per resident per week to visit the library. (see note 10)	NL	NL	NL	27	NL	NL	NL
13(III C 4). Is the library kept open when the regular library staff is not available?	No	No	No	No	No	No	No
14(III C 5). How many residents are allowed in the library at one time? (see note 10)	NL	NL	NL	NL	NL	35	20
15(III C 6). Are residents usually allowed to leave work areas to visit the library?	No	No	Yes	No	No	No	No

App. C. cont'd (p. 2c)

(a)	Maximum Security CC		Medium Security Correctional Centers				
	(i)	(j)	(k)	(l)	(m)	(n)	(o)
Item (note 3)	Stateville MSU	Stateville Staff Lib.	Centralia	Graham	Logan	Sheridan	Vandalia
16(III C 7). How are persons served who are in: (see note 11 for code for answers)							
a. Hospital	NA	NA	7/10	6	10	10	11
b. Segregation	NA	NA	10	2	10	8	10
c. Administrative segregation	NA	NA	NA	2	10	8	10
d. Other	NA	NA	NA	--	--	--	--
17(III C 8). What is the approximate reading area space in square feet?	300	450	1900	3752	200	2460	456
18(III C 9). What procedures are followed when requested material of the following kind is not in the library? (see note 13)							
a. Legal	3/1	3/4/1	1	1	1	1	1
b. School	1	1	1	1	1	1	1
c. General	1	1	1	1	1	1	1
19(IV 1). Does the person in charge have a library school degree? / If no, has the person in charge had library-related course work?	No/Yes	No/Yes	Yes/--	Yes/--	Yes/--	Yes/--	Yes/--
20(IV 2). Is this library the only responsibility of the person in charge? / If no, describe other responsibilities briefly / and estimate the average number of hours per week spent on these other duties.	Yes/--/--	No/3/20	Yes/--/--	No/3/8	Yes/--/--	Yes/--/--	No/3/?
21(IV 3). Is the librarian responsible for operating more than one library?	No	No	Yes	Yes	No	No	Yes

App. C cont'd (p. 2d)

(a) Item (note 3)	Maximum Security CC (i) Stateville MSU	(j) Stateville Staff Lib.	Medium Security Correctional Centers (k) Centralia	(l) Graham	(m) Logan	(n) Sheridan	(o) Vandalia
22(IV 4). For each type of staff the number of employees/resident (R) or civilian (C) / professional (P), paraprofessional (PP), clerical (C), or maintenance (M) / number of hours worked per week by each person / and source of salary funds (I for Illinois State Library, D for Department of Corrections).							
a. Institutional librarian and assistant institutional librarian	--	1/C/P/40/I	--	1/C/P/32/I	2/C/P/35/I	2/C/P/40/I	--
b. System coordinator of institutional services	--	--	1/C/P/20/I	--	--	--	1/C/P/20/I
c. Library assistant	1/C/PP/37.5/I	--	1/C/PP/40/I	2/C/C/40/I	--	1/C/C/40/I	--
d. Library clerk	1/R/C/37.5/I	--	2/R/C/40/I	2/R/C/25/I	1/C/C/35/I 2/R/C/35/I	2/R/C/40/D	1/C/C/40/I 1/R/C/40/I
e. Legal clerk	1/R/PP/37.5/I	--	1/C/C/40/I 2/R/C/40/I	2/R/C/25/I	3/R/C/35/I	1/R/C/40/D	2/R/C/40/I 1/C/C/25/I
f. Clerical supervisor	--	--	--	--	--	--	--
g. Legal advocate	--	--	--	--	--	--	--
h. Other	--	--	--	1/R/M/25/D	--	--	--

App. C cont'd (p. 3a)

(a) Item (note 3)	Minimum Security CC (p) E. Moline	(q) Vienna	Youth Centers (r) Dixon Spgs	(s) DuPage	(t) Hanna	(u) Joliet	(v) Kankakee
1(I). Library expenditures for 1980/81 (with funds from ISL)							
a. Salaries	$25,858	$42,763	$10,182	$27,127	$32,015	$28,463	$11,250
b. Books	8,408	} 23,293	} 5,546	1,144	} 1,477	1,167	919
c. Periodicals	175			738		270	439
d. AV materials	--	1,142	272	137	388	284	--
e. AV equipment	--	} 1,402	} 334	209	--	--	--
f. Other equipment	864			--	9	--	--
g. Supplies	54	1,617	385	161	45	64	120
h. All other	137	9,656	2,299	73	1,006	282	365
TOTAL	$35,497	$79,873	$19,017	$29,569	$35,000	$30,529	$13,093
2(II 1). Number of hard cover books added in 1980/81 / number held at end of 1980/81.							
a. Law books	1005/1005	1112/2737	--	1/46	5/27	--/25	--/8
b. General	2000/2000	1844/11,104	292/2062	226/2294	184/983	175/3500	203/2140
3(II 2). Number of paperback books added in 1980/81 / number held at end of 1980/81.	500/500	863/5196	342/1556	252/2558	200/803	--/300	--/530
4(II 3). Number of periodical subscriptions added in 1980/81 / number held at end of 1980/81.							
a. Legal	--	--/2	--	--	--/3	6/6	--
b. General	3/3	-36/65	--/33	4/35	--/50	--/60	--/29
5(II 4). Number of titles of each type of audiovisual materials/ number of pieces of equipment available in the correctional center library for that format.							
a. Films/filmstrips	--	16/3	129/6	} 166/12	184/9	12/5	45/3
b. Slides	--	428/--	8/1		--	--/1	--/1
c. Records	0/2	238/--	4/--	140/2	7/--	20/1	--/1
d. Audio cassettes or tapes	--	719/6	126/8	15/7	579/16	--/7	53/4
e. Videotapes & videocassettes	--	63/--	--	--/1	--	66/7	14/1
f. Microform		--	--	--	--	--	--
g. Realia	--	1/--	--	--	14/--	--	--
h. Other (see note 6)	--	--/9	36/2	158/--	14/--	--/1	--

App. C cont'd (p. 3b)

(a) Item (note 3)	Minimum Security CC (p) E. Moline	(q) Vienna	Youth Centers (r) Dixon Spgs	(s) DuPage	(t) Hanna	(u) Joliet	(v) Kankakee
6(II 5). Who is responsible for selecting library materials for purchase? (see note 7)	IL	IL	SC	IL	IL	SC	SC
7(II 6). Do these selections need approval from any member of the DOC staff?	No	No	No	No	No	No	No
8(III A). Which of the following services or programs does the correctional center library presently provide? (See note 8 for code for answers)	2/5/8-10	1-2/4/8/ 10-11/19	2-4/9-10	1-2/4/10/ 32/35-36	1-2/7-11/ 13/16	1-4/8-10/ 12/15/17/24	2-4/8-11/13/ 16/22/37
9(III B). Which of the following types of material does the correctional center provide? (see note 9 for code for answers)	1-3/5	1-8/12	1/3-6	2-5/7	1/3-5/7/13	1-3/7	3-5
10(III C 1). Total number of hours the library is open per week.	36	68	25	30	40	37.5	37.5
11(III C 2). Number of evening (after 6 PM) and weekend hours the library is open.	12	20	6	0	0	0	2
12(III C 3). Number of nours allowed per resident per week to visit the library. (see note 10)	NL	58	25	NL	4	1	NL
13(III C 4). Is the library kept open when the regular library staff is not available?	No	No	No	No	?	No	Sometimes
14(III C 5). How many residents are allowed in the library at one time? (see note 10)	NL	40	20	15	15	16	12
15(III C 6). Are residents usually allowed to leave work areas to visit the library?	No	No	Yes	Yes	Yes	Yes	Yes

App. C cont'd (p. 3c)

(a) Item (note 3)	Minimum Security CC (p) E. Moline	(q) Vienna	Youth Centers (r) Dixon Spgs	(s) DuPage	(t) Hanna	(u) Joliet	(v) Kankakee
16(III C 7). How are persons served who are in:			(see note 11 for code for answers)				
a. Hospital	10	10	--	NA	NA	10	10
b. Segregation	10	11	--	11	NA	8	NA
c. Administrative segregation	NA	10	--	11	NA	NA	NA
d. Other	--	--	12	--	--	--	--
17(III C 8). What is the approximate reading area space in square feet?	2000	800	225	540	583	600	100
18(III C 9). What procedures are followed when requested material of the following kind is not in the library? (see note 13)							
a. Legal	4	1	1	3/1	1	1/3	3/1
b. School	NA	1	1	3/1	1	1/3	1
c. General	1	1	1	3/1	1	1/3	1
19(IV 1). Does the person in charge have a library school degree? / If no, has the person in charge had library-related course work?	No/Yes	Yes/--	No/No	Yes/--	No/Yes	Yes/--	No/Yes
20(IV 2). Is this library the only responsibility of the person in charge? / If no, describe other responsibilities briefly / and estimate the average number of hours per week spent on these other duties.	Yes/--/--	No/3/?	Yes/--/--	Yes/--/--	Yes/--/--	No/3/5.5	Yes/--/--
21(IV 3). Is the librarian responsible for operating more than one library?	No	Yes	No	No	No	Yes	No

App. C cont'd (p. 3d)

(a) Item (note 3)	Minimum Security CC (p) E. Moline	(q) Vienna	Youth Centers (r) Dixon Spgs	(s) DuPage	(t) Hanna	(u) Joliet	(v) Kankakee
22(IV 4). For each type of staff the number of employees/resident (R) or civilian (C) / professional (P), paraprofessional (PP), clerical (C), or maintenance (M) / number of hours worked per week by each person / and source of salary funds (I for Illinois State Library, D for Department of Corrections).							
a. Institutional librarian and assistant institutional librarian	1/C/P/40/I	1/C/P/40/I	--	1/C/P/37.5/I	1/C/P/40/I	1/C/P/37.5/I	--
b. System coordinator of institutional services	--	1/C/P/9/I	1/C/P/2/I	--	1/C/P/3.5/I	--	--
c. Library assistant	--	1/C/P/40/I	1/C/C/25/I	1/C/PP/26.5/I	1/C/PP/40/I	1/C/PP/37.5/I	1/C/PP/37.5/I
d. Library clerk	1/R/C/16/I	5/R/C/30/I	--	1/R/C/10/D	--	2/R/C/10/D	1/R/C/15/D
e. Legal clerk	1/C/PP/40/I	1/R/C/30/I	--	--	--	--	--
f. Clerical supervisor	--	--	--	--	--	--	--
g. Legal advocate	--	--	--	--	--	--	--
h. Other	1/R/M/16/I	--	--	--	--	--	--

App. C cont'd (p. 4a)

(a) Item (note 3)	Youth Centers (w) Pere Marquette	(x) St. Charles	(y) Valley View
1(I). Library expenditures for 1980/81 (with funds from ISL).			
a. Salaries	$13,550	$24,834	$29,552
b. Books	2,279	1,566	586
c. Periodicals	750	618	592
d. AV materials	1,352	203	5
e. AV equipment	341	211	--
f. Other equipment	--	--	--
g. Supplies	285	158	122
h. All other (note 4)	4,024	292	62
TOTAL	$22,581	$29,882	$30,919
2(II 1). Number of hard cover books added in 1980/81 / number held at end of 1980/81.			
a. Law books	--	--/3	8/21
b. General	1065/3081	3044/4457	416/3701
3(II 2). Number of paperback books added in 1980/81 / number held at end of 1980/81.	(note 5)	777/800	319/1607
4(II 3). Number of periodical subscriptions added in 1980/81 / number held at end of 1980/81.			
a. Legal	--	--/5	--/3
b. General	9/40	--/33	5/74
5(II 4). Number of titles of each type of AV materials / number of pieces of equipment available in the correctional center library for that format.			
a. Films/filmstrips	79/2	111/5	(/8
b. Slides	--	--/1	222 (/1
c. Records	181/3	3/1	kits (/1
d. Audio cassettes or tapes		60/3	(/3
e. Videotapes & videocassettes	--	--	--
f. Microform	--	--	--
g. Realia	--	--	--
h. Other (see note 6)	59/--	356/--	49/--

App. C cont'd (p. 4b)

(a) Item (note 3)	Youth Centers (w) Pere Marquette	(x) St. Charles	(y) Valley View
6(II 5). Who is responsible for selecting library materials for purchase? (see note 7)	SC	IL	IL
7(II 6). Do these selections need approval from any member of the DOC staff?	No	No	No
8(III A). Which of the following services or programs does the correctional center library presently provide? (see note 8 for code for answers)	2-3	1-5/7-11/12/16	1-2/4/9-11/13
9(III B). Which of the following types of material does the correctional center provide? (see note 9 for code for answers)	4-5	1-7	2-6
10(III C 1). Total number of hours the library is open per week.	43	37.5	40
11(III C 2). Number of evening (after 6 PM) and weekend hours the library is open.	3	--	--
12(III C 3). Number of hours allowed per resident per week to visit the library.	NL	5	NL
13(III C 4). Is the library kept open when the regular library staff is not available?	No	Yes	No
14(III C 5). How many residents are allowed in the library at one time?	10	50	NL
15(III C 6). Are residents usually allowed to leave work areas to visit the library?	No	Yes	Yes

App. C cont'd (p. 4c)

(a) Item (note 3)	Youth Centers (w) Pere Marquette	(x) St. Charles	(y) Valley View
16(III C 7). How are persons served who are in: (see note 11 for code for answers)			
a. Hospital	NA	7	NA
b. Segregation	NA	7	NA
c. Administrative segregation	--	--	10
d. Other	--	--	13
17(III C 8). What is the approximate reading area space in square feet?	357	6048	2550
18(III C 9). What procedures are followed when requested material of the following kind is not in the library? (note 13)			
a. Legal	1	1	1
b. School	1	1	1
c. General	1	1	1
19(IV 1). Does the person in charge have a library school degree? / If no, has the person in charge had library-related course work?	Yes/--	Yes/--	Yes/--
20(IV 2). Is this library the only responsibility of the person in charge? / If no, describe other responsibilities briefly / and estimate the average number of hours per week spent on these other duties.	No/3/32	Yes/--/--	Yes/--/--
21(IV 3). Is the librarian responsible for operating more than one library?	Yes	No	No

App. C cont'd (p. 4d)

(a)	Youth Centers (w)	(x)	(y)
Item (note 3)	Pere Marquette	St. Charles	Valley View
22(IV 4). For each type of staff the number of employees/ resident (R) or civilian (C) / professional (P), para-professional (PP), clerical (C), or maintenance (M) / number of hours worked per week by each person / and source of salary funds (I for Illinois State Library, D for Department of Corrections).			
a. Institutional librarian and assistant institutional librarian	--	1/C/P/37.5/I	1/C/P/37.5/I
b. System coordinator of institutional services	1/C/P/8/I	--	--
c. Library assistant	1/C/C/40/I	1/C/PP/37.5/1	--
d. Library clerk	--	1/R/C/12.5/D	1/C/C/22.5/I 2/R/C/13.5/D
e. Legal clerk	--	--	--
f. Clerical supervisor	--	--	--
g. Legal advocate	--	--	--
h. Other	--	--	--

Notes

1. General: The data reported here were collected on the attached Correctional Library Survey form and in most cases were not verified. Some figures were indicated as estimates; and sometimes when one figure was given for two items (e.g., hardcover and paperback books held), we used whatever indication was given (e.g., proportion of those added) to estimate the component parts.

2. The correctional centers: Three were new in 1981, viz., Centralia, Graham and East Moline. Column (e), Menard Special Units, includes both a medium security unit and a condemned unit; where separate data were reported, the former is on the first line, and the latter on the second. Column (f) is the Menard Psychiatric Center.

3. The items on which we have data are numbered 1 to 22; in parentheses are given the corresponding number on the Correctional Library Survey form.

4. Item 1 (I)h includes equipment maintenance, travel, film rental, postage, telephone, insurance, etc.

5. Item 3 (II 2). Paperback books are included in the count of hardback books in Item 2 (II 1).

6. Item 5 (II 4)h includes typewriters (columns d-f); public address system, overhead projector, 35 mm camera (h); transparencies (k); radio and typewriters (p); View Master reels (r); posters, art prints, games and puzzles (s); posters (t); opaque projector (u); games and multi-media kits (v); vertical file (w); and games (y). Data for this item are sometimes for sets or kits.

7. Item 6 (II 4): IL-institution librarian; IL/ML-institution librarian at the main library of this center; SC-system coordinator of institutional services; DOC-DOC employee.

8. Item 8 (III A); For nos. 1-16, see attached copy of Correctional Library Survey.

17-literacy or other volunteer training
18-library interest user survey
19-legal reference survey
20-legal skills workshop, legal video seminar, etc.
21-staff library
22-typewriters
23-chess and/or other games
24-Study Unlimited tapes
25-typing and carbon paper and envelopes, and/or samples of legal forms
26-bookcart service
27-Christmas festival
28-legal staff development program
29-Bur Oak Law Forum
30-videotaping of special events and of TV programs
31-annual calendar of criminal justice continuing education
32-general reference
33-instruction in library use
34-book displays
35-viewing and listening center
36-book talks

App. C cont'd (p. 4d)

(a)	Youth Centers (w)	(x)	(y)
Item (note 3)	Pere Marquette	St. Charles	Valley View

22(IV 4). For each type of staff the number of employees/ resident (R) or civilian (C) / professional (P), para-professional (PP), clerical (C), or maintenance (M) / number of hours worked per week by each person / and source of salary funds (I for Illinois State Library, D for Department of Corrections).

a. Institutional librarian and assistant institutional librarian	--	1/C/P/37.5/I	1/C/P/37.5/I
b. System coordinator of institutional services	1/C/P/8/I	--	--
c. Library assistant	1/C/C/40/I	1/C/PP/37.5/I	--
d. Library clerk	--	1/R/C/12.5/D	1/C/C/22.5/I 2/R/C/13.5/D
e. Legal clerk	--	--	--
f. Clerical supervisor	--	--	--
g. Legal advocate	--	--	--
h. Other	--	--	--

Appendix C cont'd (p. 5a)

Notes

1. General: The data reported here were collected on the attached Correctional Library Survey form and in most cases were not verified. Some figures were indicated as estimates; and sometimes when one figure was given for two items (e.g., hardcover and paperback books held), we used whatever indication was given (e.g., proportion of those added) to estimate the component parts.

2. The correctional centers: Three were new in 1981, viz., Centralia, Graham and East Moline. Column (e), Menard Special Units, includes both a medium security unit and a condemned unit; where separate data were reported, the former is on the first line, and the latter on the second. Column (f) is the Menard Psychiatric Center.

3. The items on which we have data are numbered 1 to 22; in parentheses are given the corresponding number on the Correctional Library Survey form.

4. Item 1 (I)h includes equipment maintenance, travel, film rental, postage, telephone, insurance, etc.

5. Item 3 (II 2). Paperback books are included in the count of hardback books in Item 2 (II 1).

6. Item 5 (II 4)h includes typewriters (columns d-f); public address system, overhead projector, 35 mm camera (h); transparencies (k); radio and typewriters (p); View Master reels (r); posters, art prints, games and puzzles (s); posters (t); opaque projector (u); games and multi-media kits (v); vertical file (w); and games (y). Data for this item are sometimes for sets or kits.

7. Item 6 (II 4): IL-institution librarian; IL/ML-institution librarian at the main library of this center; SC-system coordinator of institutional services; DOC-DOC employee.

8. Item 8 (III A); For nos. 1-16, see attached copy of Correctional Library Survey.

17-literacy or other volunteer training
18-library interest user survey
19-legal reference survey
20-legal skills workshop, legal video seminar, etc.
21-staff library
22-typewriters
23-chess and/or other games
24-Study Unlimited tapes
25-typing and carbon paper and envelopes, and/or samples of legal forms
26-bookcart service
27-Christmas festival
28-legal staff development program
29-Bur Oak Law Forum
30-videotaping of special events and of TV programs
31-annual calendar of criminal justice continuing education
32-general reference
33-instruction in library use
34-book displays
35-viewing and listening center
36-book talks

Appendix C cont'd (p. 5b)

9. Item 9 (III 8): Answers for this Item were accepted even if only available from the system headquarters. For nos. 1-7, see attached copy of Correctional Library Survey.

8-vertical file materials or pamphlets
9-GED and/or Study Unlimited tapes
10-law books, legal brief bank, etc.
11-criminal justic professional literature and/or job-related materials
12-phone books, college catalogs, etc.
13-education and/or library science professional literature

10. Items 12 (III C 3) and 14 (III C 5): NL = no limit.

11. Item 16 (III C 7): NA = not applicable.

1-gift and/or withdrawn books
2-book cart
3-protective custody by book cart
4-photocopy
5-reception and diagnostic area by weekly visit to library
6-staff visits as requested
7-small deposit collection
8-limited visits to the regular library
9-served in cell
10-materials sent on request
11-rotating collection
12-those sick in bed are supplied materials upon request
13-books and periodicals sent to orientation

12. Item 17 (III C 8), column (e): Inmates are locked in 4'x4' cages while in the library.

13. Item 18 (III C 9):

1-interlibrary loan
2-purchase
3-try other correctional center libraries in system area
4-photocopy

14. Item 20 (IV 2): 1-some work for Education Department; 2-some work for DOC; 3-some work in another correctional center library.

Library Research Center, University of Illinois
410 David Kinley Hall, 1407 W. Gregory Drive,
Urbana, IL 61801 217-333-1980

Correctional Library Survey

The Library Research Center is conducting a survey of correctional libraries in Illinois for the State Library. As part of this survey, would you please complete one copy of the questionnaire for each separate correctional library facility served. Another part of this survey involves a visit to your library system headquarters by two members of the research team. Rhea J. Rubin, the principal investigator, and I plan to arrange an interview with the coordinator for institutional libraries as well as with the library system director to discuss working with the correctional centers. Consequently, we would appreciate securing a completed questionnaire soon, before our visit. We hope to visit each correctional library.

For questions using Yes/No or parentheses, please answer with a check mark. If you have any questions about this form, please contact Christopher Jocius at the Library Research Center. Thank you for your assistance and cooperation with this survey.

I. Library Expenditures for 1980/81

	Sources of Funds		
	ISL	Other (specify)	Other (specify)
Salaries			
Books			
Periodical subcriptions			
AV Materials			
AV Equipment			
Other Equipment			
Supplies			
All other expenditures			
Total			

II. Library Collection

	No. Added 1980/81	No. held at end 1980/81
1. Hard cover Books		
a. Law books	_____	_____
b. General books	_____	_____
2. Paperback books	_____	_____
3. Periodical subscriptions		
a. Legal	_____	_____
b. General	_____	_____

4. AV materials. In the space to the left of each term below, indicate the number of titles of that format which were held at the end of last year. In the space to the right, show the number of pieces of equipment available in the correctional center library for this format.

_____	Films and filmstrips	_____
_____	Slides	_____
_____	Records	_____
_____	Audio cassettes	_____
_____	Videotapes & videocassettes	_____
_____	Microform	_____
_____	Realia	_____
_____	Other (specify)	_____

5. Who (title) is responsible for selecting library materials for purchase?

_____

6. Do these selections need approval from any member of the DOC staff?

Yes_____, No_____

III. Services

A. Which of the following services or programs does the correctional center library presently provide?

1. ( ) Preparation of bibliographies
2. ( ) Gathering materials from collection for user
3. ( ) Programs (e.g., films)
4. ( ) New book lists
5. ( ) Bookcart services
6. ( ) Reading discussion groups
7. ( ) Creative writing groups
8. ( ) Photocopying
9. ( ) Literature search assistance
10. ( ) Orientation to library for new residents
11. ( ) Preparing exhibits
12. ( ) Book reviews
13. ( ) Library newsletter
14. ( ) Play reading groups
15. ( ) Audiovisual production
16. ( ) File of "staff research interests" for individual staff members

( ) Other _____

( ) Other _____

( ) Other _____

B. Which of the following types of material does the correctional center library provide?

1. ( ) Foreign language materials
2. ( ) Large print materials
3. ( ) Vocational materials
4. ( ) AV materials
5. ( ) Newspapers
6. ( ) Talking books & periodicals
7. ( ) Adult basic education materials

( ) Other _____

C. Library hours and facilities

1. _____ Total number of hours open per week
2. _____ Number of evening (after 6 PM) and weekend hours
3. _____ Number of hours allowed per resident per week to visit the library
4. _____ Is library kept open when regular library staff is not available?
5. _____ How many residents are allowed in the library at one time?

6. Are residents usually allowed to leave work areas to visit the library?

   Yes_____, No_____

7. How are these persons served?

   Hospital patients _____

   Those in segregation _____

   In administrative segregation _____

   Other _____

8. What is the approximate reading area space in square feet?

   _____

9. What procedures are followed when requested material of the following is not in library?

   Legal _____

   School _____

   General Public _____

IV. Library Staff

1. Does the person in charge have a library school degree?
   Yes_____, No_____

   If no, has person in charge had library related course work?
   Yes_____, No_____

2. Is this library the only responsibility of the person in charge?
   Yes_____, No_____

   If no, please describe other responsibilities briefly, and estimate average number of hours spent on nonlibrary duties.

3. Is the librarian responsible for operating more than one library?
   Yes_____, No_____

   If yes, please describe.

4. Please list library staff for this correctional center.

Position/title	Resident or Civilian?	Clerical or Professional?	No. of hours worked per week	Source of Salary Funds? DOC/ISL/LS*
a.				
b.				
c.				
d.				
e.				
f.				
g.				
h.				
i.				

* DOC = Department of Corrections
ISL = Illinois State Library
LS = Library System

Appendix D. Comparative Analysis of Holdings of Law Libraries in Illinois Correctional Centers in 1982

This is a chart of titles I found in the prison law libraries I visited.* It is intended to serve several purposes. First, it will allow institutions to share resources through interlibrary loan of materials which are not often used and are too expensive to have in every library. Second, it will be a useful tool for book selectors. I have included OCLC identification numbers for those titles which would be desirable additions to a prison law library collection so that book selectors can easily identify full bibliographic information for a particular title. The chart also enables selectors to identify areas in which the collection is particularly strong or unnecessarily redundant, thereby allowing them to plan for orderly, balanced collection development. Finally, the chart provides a quick check on the extent to which the collection meets the standards of the Recommended Collections for Prison and Other Institution Law Libraries, compiled by the American Association of Law Libraries' Special Interest Section on Law Library Service to Institution Residents (1980). The symbol "R" immediately to the left of a title indicates that it is a recommended title in the AALL list. A library which does not own a particular recommended title is not necessarily inadequate, because other titles are often listed as alternatives (e.g., a library should have either the United States Code Annotated or the United States Code Service).

The chart is divided into three broad categories of materials: Reference Tools; Primary Sources and Their Access Tools; and Secondary Sources. Each category is further subdivided into types of materials and, in Category III, subject matter covered. A balanced law library collection should contain titles from each category and subdivision.

Ann Puckett

KEY TO SYMBOLS

A = Library owns full set, current edition, or all it needs of that title.
I = Library collection is incomplete or subscription is not current.
M = Library owns multiple copies.
S = Library has unnecessary superseded volumes or outdated edition.
C = Library lacks some desirable earlier volumes but has current subscription (used only for legal periodicals and court reports).
R = Listed in Recommended Collections for Prison and Other Institution Law Libraries.
* = Kept in a desk and not generally available.
+ = Subscription is current but not filed and therefore not readily available.
¢ = See Section 3 of Chapter 9.

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*In a few cases, the collections were so large or my time so limited that I could not note every secondary source Where that was the case, I have so stated in my individual report for that institution; copies of these individual reports have been sent to DOC and ISL and to the various centers and libraries.

I. REFERENCE TOOLS

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

	INSTITUTION / AUTHOR/TITLE	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
	LAW DIRECTORIES																				
	AUTHOR/TITLE																				
1	American Bench	S																	S		
2	American Correctional Association Directory					A	A							A				A			211 2591
3	Bar Register					A															
4	Illinois Legal Directory	A	A	S		S	A	A		A	S	A		A	A			S	A	A	483 6882
5	Law & Legal Information Directory	A			A														A		
R 6	Martindale-Hubbell			S		S	S1	A	S1	S	S					A	A	S		S	550 4923
7	National Ex-Offender Assistance Directory									A											513 7985
8	National Prison Directory							1975		A											284 7032
9	Sullivan's (Illinois)		S		A	A	A									A	S	A	A		
	LEGAL DICTIONARIES																				
	AUTHOR/TITLE																				
R 1	Ballentine's Law Dictionary, 3d ed.				A								A	A	A	A			A	A	228 646
2	Black's Law Dictionary, 4th ed.					M		A	S	A				M		A	M	A		M	
R 3	Black's Law Dictionary, 5th ed.	A	A	A	A	A	A							A	A		A		A	A	495 7310
4	Bouvier's Law Dictionary							1													
5	Burton, Legal Thesaurus						A														703 2304
R 6	Gifis Law Dictionary						A													A	
7	Mitchell, Businessman's Legal Lexicon							A													
8	Schmidt, Attorney's Dictionary of Medicine, 1981					A															
9	Robb, Spanish/English Dictionary of Legal Terms					A													A		731 9863
10	Williams, Dictionary of American Penology							A		A											
11	Words and Phrases							S													
	LEGAL RESEARCH AND WRITING																				
	AUTHOR/TITLE																				
1	Bisskind, Simplify Legal Writing		A																		
R 2	Cohen, How to Find the Law		M											A	A						242 0505
R 3	Cohen, Legal Research in a Nutshell		2d ed.			M	A*	A			A		A						A	A	342 0390
4	Elias, Legal Research							A													799 3935
5	How to Use Shepard's Citations																			A	732 2985
6	How to Use the Illinois Digest (West)			A																	
7	Illinois Law Finder (West)	A		A	A		A								A					A	866 8141
8	Jacobstein & Mersky, Fundamentals of Legal Research				S												A				821 2906
9	Kantrowitz, How to be Your Own Lawyer											A									
R 10	Lloyd, Finding the Law (Legal Almanac)					A														A	
11	Mellinkoff, Legal Writing: Sense & Nonsense						A														

CUMULATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

LEGAL RESEARCH AND WRITING AUTHOR/TITLE INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC
12. Mersky, Law Books for Non-law Libraries & Laymen [Legal Almanac]					A															
13. Pollack, Fundamentals of Legal Research							A									A				
14. Pollack, Legal Research Illustrated											A							A		
15. Price & Bitner, Effective Legal Research					*		A													
16. Ruelfe, How to Find the Law							A												A	638
17. Sample Pages (West)		M					A						M	M				A		1065
18. Statsky, Legal Research, Writing & Analysis		A																		
19. West's Law Finder		M	M						A						M		A	A	A	779 204

* kept in a desk, not generally available

II. PRIMARY SOURCES AND THEIR ACCESS TOOLS

FEDERAL STATUTES AUTHOR/TITLE																				
1. Federal Rules of Criminal Procedure				A	A						A						A	A	A	
2. Federal Rules of Appellate Procedure				A	A						A						A	A	A	
3. Federal Rules of Evidence				A	A						A						A	A	A	
4. Internal Revenue Acts	A		A	A	S		S	I		IS			S							
5. Internal Revenue Code	A	S	A	A	A	S	A		A				S					A	A	
6. Internal Revenue Regulations	A	S	A	A	A	S	A		A				S			A		A	S	
7. Pension Reform Act										S										365
8. United States Code									S	S								S	S	7829
# 9. United States Code Annotated	A	A	A	A	A	I	A	I	A	IS	A	I	A		A	A	41-5629/r623 IS	A	A	164 2535
10. United States Code Congressional & Administrative News			I		A			I		IS					A	A	I			
# 11. United States Code Service						A								A	A	A				578 040
COURT REPORTS (OTHER THAN ILLINOIS) AUTHOR/TITLE																				
1. ALR													I					A		
2. ALR 2d				A																
3. ALR 3d				I												A				
4. ALR 4th																A				148 0246
# 5. ALR Fed															A	A				
6. American & English Annotated Cases													A							
7. Federal Reporter							A											25-8388	A	332 5134
# 8. Federal Reporter, 2d series	A	A		IC	A	IC	A	I	A	I	I		A	IC	A	A		A	A	
9. Federal Rules Decisions								I							A	A		33-144	31	356 400
# 10. Federal Supplement	A	A		IC	A	A	A	I	A	I	I		A	IC	A	A		A	A	189 7540
# 11. Supreme Court Reporter	A	A	IC	IC	A	A	A	I	A	I			A	IC	A	A		A	A	176 8670
# 12. United State Reports									I											160 5572
# 13. United States Reports, Lawyers' Edition, 2d											I				A	A				

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

ILLINOIS STATUTES

AUTHOR/TITLE	INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
1. Illinois Civil Practice Act & Rules		A				A					S								A		
2. Illinois Legislative Service		A	A	A	A	A	A	A		A	S			A	A	A		A	A	A	460 5419
3. Illinois Practice Act & Rules (West)					A			M		A	S			A	A				A	A	370 104
4. Illinois Revised Statutes		A	A	A		A	A	A	A	A	I	A	A	A	A	A	A	A	A	A	310 8061
5. Illinois Unified Code of Corrections											S										
6. Illinois Vehicle Code								A				A									
7. Law of Illinois						I				I				I			I			I	
R 8. Smith-Hurd Illinois Annotated Statutes		A	A	A	A	A	A	A	I	A	S I	I	I	A	A	A	A	I	A	A	175 2593

ILLINOIS COURT REPORTS

AUTHOR/TITLE																					
R 1. Illinois Advance Sheets						I						I					I				680 3109
2. Illinois Appellate Court Reports																				I	
R 3. " 2d Series				I																	128 0147
R 4. " 3d Series				A								I									128 0142
5. Illinois Court of Claims Reports		I						I									I				
R 6. Illinois Decisions		A	A	I	A	A	A	A		A				A		A	A	A	A	A	256 4255
R 7. Illinois Decisions (New Series)		A	A	A	A	A	A	A	I	A	I	I		A	I	A	A	A	A	A	308 1188
8. Illinois Reports								A						A						I	138 4793
R 9. Illinois Reports, 2d Series				A										A							360 0451
10. Northeastern Reporter																A					
11. Northeastern Reporter, 2d Series						I			I		I	A									176 0657

SHEPARD'S CITATIONS

AUTHOR/TITLE																					
1. Acts & Cases by Popular Name		I	I			I	I	I		IS				A						I	431 666
R 2. Federal Reporter Citations		A	A		AS	A	AS		IS	IS	IS	A		A	I		AS	A		A	496 90
R 3. Federal Supplement Citations		A	A		AS	A				IS	IS	A		A			AS	A		A	498 90
R 4. Illinois Citations (cases)		A	A		AS	I	AS	A	IS	IS	IS	A		A	I	AS	AS	A	I	A	600 759
R 5. Illinois Citations (statutes)		A	A		AS	I	AS	I				A		A		AS	AS	A	I	A	603 8495
6. Northeastern Reporter Citations																				I	
R 7. United States Citations (cases)		A	A		AS	A	AS	A	IS	IS	IS	A		A			AS	A		A	700 234
R 8. United States Citations (statutes)		A	A		AS	A	AS	A		IS	IS	A		A			AS	A		A	431 250

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

	DIGESTS AND ENCYCLOPEDIAS AUTHOR/TITLE INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
1.	American Jurisprudence, 2d															A			I	
2.	Corpus Juris Secundum	A	S	A	S	A	A	A						A		A	A		A	A	172 4386
3.	Eighth Decennial Digest													A							
4.	Federal Digest													A							
5.	Illinois Law & Practice	A	A		A			A	SI	A		A		A		A	A		A	A	272 8732
6.	Modern Federal Practice Digest (West)		A		I		A		SI	S	SI			S		A			A		
7.	United States Supreme Court Digest (L. Ed.)						S									A	A				
8.	United States Supreme Court Digest (West)		A											A		A					
R 9.	West's Federal Practice Digest, 2d	I	A	A	A	A		A	I	A	SI	A		A	A	A	A		A	A	201 7098
R 10.	West's Illinois Digest	A	A	A	A	A	A	A	SI	A	SI	A		A	A	A	A	A	A	A	225 3699
11.	West's Illinois Digest, 2d	A	A	A	A	A	A							A	A	A	A	A	A		832 3270

III. SECONDARY SOURCES

	LEGAL PERIODICALS AUTHOR/TITLE																				
1.	American Criminal Law Review													I		I					
2.	American Journal of Criminal Law															I		I			
3.	Black Law Journal		I											I	I	I					
4.	Canadian Journal of Criminology													I							
5.	Civil Liberties Review															I					
6.	Columbia Law Review													I			I				
7.	Corrections Magazine		I														I				
8.	Crime & Delinquency					IC										IC	I				
R 9.	Criminal Law Bulletin	I	I			I		I	I	IC						IC			IC	I	156 5430
10.	Criminal Law Review (Clark Boardman)						IC														
11.	Criminology (Sage)													I							575
12.	Current Law Index					AS											A				6625
13.	Duke Law Journal															I					
14.	Federal Probation						I							I			I				
15.	Georgia Law Review																	I			
16.	Harvard Law Review					I				I						I			I	I	
17.	Howard Law Journal													I							
18.	Illinois Bar Journal					I								I			I				
19.	Illinois Law Forum (now University of Illinois Law Review)													IC	I						158 5611
20.	Index to Legal Periodicals							I		I						IC				IC	
21.	John Marshall Journal of Law & Practice					IC											I				
22.	Journal of Criminal Justice (Pergamon)													I							
23.	Journal of Criminal Law & Criminology	A				I													IC		
24.	Law Library Journal					I								I			I	I			
25.	Michigan Law Review													I				I			

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

LEGAL PERIODICALS

AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. II (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
26. National Journal of Criminal Defense															I					
27. National Law Review Reporter															I					
28. Notre Dame Lawyer					IC															
29. Prison Law & Advocacy		A	A																	
30. Prison Law Reporter																			I	
31. Southern Illinois University Law Journal													I							
32. Student Lawyer													I							
33. U C L A Law Review																	I			
34. University of Chicago Law Review													I				I			
35. Urban Lawyer													I							
36. Yale Law Journal															I					

LOOSELEAF SERVICES

AUTHOR/TITLE																				
R 1. Criminal Law Reporter (BNA)	I	A			I		A		A		A		A*		I	A	I*	A	A	156 5436
2. Family Law Reporter (BNA)	I						I		A											224 2550
3. IES Prison Law Monitor		A																		
4. Jail & Prison Law Bulletin (AELE)									A											
5. Lawyers' Edition Bankruptcy Service																A				
6. U.S. Law Week (BNA)	I				I		A		A		A		A*		I	A	I*	A	A	176 8756

*Subscription is current but not filed and therefore not readily available.

CIVIL LAW & PROCEDURE (OTHER THAN ILLINOIS)

AUTHOR/TITLE																				
1. ALI, Restatement 2d of Foreign Relations															A					
2. Am Jur Pleading & Practice Forms															A	A				407 4234
3. Am Jur Trials																A				
4. Bankruptcy Forms					A		A								S					
5. Bittker, Federal Income, Estate & Gift Taxation (casebook)																			A	
R 6. Calamari on Contracts									A						S	A			A	321 5280
7. Callahan, Law of Separation & Divorce (Legal Almanac)		A																A		
8. Callahan, Wills & Trusts (Legal Almanac)				A																
9. Citizens Law Library Series	A																			
10. Collier on Bankruptcy						A														
11. Conflict of Laws (casebook)										S										
12. Davies, Legislative Law & Process in a Nutshell									A							M	A			155 9220

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

CIVIL LAW & PROCEDURE (OTHER THAN ILLINOIS)

AUTHOR/TITLE	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
13. Dawson & Harvey, Cases on Contracts					S															
14. Devitt, Federal Jury Practice & Instructions		A											A	A			A			276 9508
15. Dooley, Modern Tort Law						A							A							
16. Ehrenzweig, Jurisdiction in a Nutshell									A							A				594 6530
17. Epstein, Consumer Law in a Nutshell			A																	709 9811
18. Epstein, Debtor-Creditor Law in a Nutshell									A											575 1145
19. Federal Jury Practice & Instructions (West)		A															A			
20. Federal Rules of Civil Procedure																				
21. Francis, Protection Through the Law (Legal Almanac)			A																	
22. Gellhorn, Administrative Law & Process in a Nutshell									A											771 1163
23. Goldstein, Trial Techniques									A										A	
24. Greene, Law of Notaries Public (Legal Almanac)			A																	
25. Holzman, Take It Off!					A															
26. Hornstein, Corporation Law & Practice															A					
27. How You Can Sue Without Hiring a Lawyer																			A	
28. Hunter, Federal Trial Handbook																A				121 7390
29. James, Civil Procedure							1965 ?													
30. Kane, Civil Procedure in a Nutshell											A					M				477 4701
31. Kempin, Historical Introduction to Anglo American Law in a Nutshell																M				
32. King, Law of Medical Malpractice in a Nutshell																M	A			
Kinyon, Legal Interviewing & Counseling in a Nutshell																	M			
34. Kling, Complete Guide to Everyday Law		A																		
35. Kuchler, Law of Engagement & Marriage (Legal Almanac)			A																	
36. Kuchler, Law of Support (Legal Almanac)			A																	
37. Legal Guide for Corporate Officers	A																			
38. Lieberman, West's Legal Forms: Business Organizations with Tax Analysis					A		A									a				
39. McNulty, Federal Estate & Gift Taxation in a Nutshell									A											493 3132
40. McNulty, Federal Income Taxation of Individuals in a Nutshell									A											384 5235
41. Manual for Complex Litigation																	A			826 8832
42. Marshall, Layman's Legal Guide			A																	
43. Matthews, Sue the Bastards			A																	

CUMULATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

CIVIL LAW & PROCEDURE (OTHER THAN ILLINOIS)

AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Merard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
44. Model Business Corporation Act Annotated															A					
45. Moore's Federal Practice (Cipes)															A	A				156 0066
46. Murray on Contracts																			A	
47. Neubert, How to Handle Your own Contract			A																	
48. Newberg, Class Actions						A										A				
49. Nichols, Cyclopedia of Federal Procedure Forms						A														
50. Perlstein, Psychiatry, the Law & Mental Health (Legal Almanac)			A																	
51. Proposed New Bankruptcy Rules & Official Forms (Am Jur)														A						
R 52. Prosser on Torts	A	A		A			A		A				A	A	A				A	148 990
53. Rules of Civil Procedure for U.S. District Courts, with Forms										5					A					
54. Schaber, Contracts in a Nutshell																	A			
55. Shain, Legal First Aid					A															
56. Stone, Uniform Commercial Code in a Nutshell									A						A					
57. Szasz, Law, Liberty & Psychiatry			5																	
58. Thomas, Law of Libel & Slander (Legal Almanac)			A																	
59. Warner, Everybody's Guide to Small Claims Court	M	A		A											A			A	A	
60. Wehringer, When & How to Choose an Attorney (Legal Almanac)			A		A															
61. West's Federal Forms															A					818 8759
62. West's Lawyer's Handbook							5								A					
63. Wright on Federal Courts																A				509 691

CONSTITUTIONAL LAW/ PRISONERS' RIGHTS

AUTHOR/TITLE																				
1. ACLU Handbooks*			2	1	1		1		9						1					
2. ACA, an Administrator's Guide to Conditions of Confinement Litigation			A																	
3. ACA, Defenses to Civil Rights Actions Against Correctional Employees			A																	
4. ACA, Legal Representation & Financial Indemnification for State Employees			A																	
5. ACA, Model Correctional Rules & Regulations			A																	
6. ACA, Providing Legal Services for Prisoners: A Tool for Correctional Administrators			A																	
7. ACA, An Updated Bibliography of Selected Books & Articles			A																	
8. Avery & Rudovsky, Police Misconduct (Nat'l Lawyers Guild)						A														

*See text, page 98 for explanation

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

CONSTITUTIONAL LAW/ PRISONERS' RIGHTS

	AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
9.	Barker & Barker, Civil Liberties & the Constitution						A														
10.	Bronstein, Prisoners' Rights							A				A									
11.	Conn, Supreme Court & Supreme Law																				
12.	Cook, Constitutional Rights of the Accused	A			A			A						A			A		A	A	**
13.	Cooley, Treatise on the Constitutional Limitations							A		A											
14.	Correctional Law Digest		I																		
15.	Creamer, Law of Arrest, Search & Seizure				A			A													
16.	Cushman, Cases in Constitutional Law (casebook)																			A	
17.	Engrahl, Constitutional Power						A														
18.	Facts on File, Supreme Court & the Rights of the Accused						A														
19.	Francis, Legal Status of Women (Legal Almanac)		A																		
R 20.	Gobert & Cohen, Rights of Prisoners					A											A				717 8338
21.	Gora, Due Process of Law		A																		
22.	Griswold, Search & Seizure			S																	
23.	Handman, Rights of Convicts (Legal Almanac)		A	A																	
R 24.	Hermann & Haft, Prisoners' Rights Sourcebook		A				A	M		A							M	A	A		762 761
25.	Hoffman, Prisoners' Rights					A		A				I								A	240 1547
26.	Hughes, Supreme Court of the United States			S																	
27.	Klotter, Constitutional Law for Pulice							A													
R 28.	Krantz, Law of Corrections & Prisoners' Rights in a Nutshell		A	A	A							M									215 7910
29.	Lafave, Search & Seizure		A											A							469 5624
30.	Library of Congress Annotated Constitution												A							I	
31.	Lockhart, et. al., Cases on Constitutional Law (casebook)																A		A		
32.	Maddex, Constitutional Law Cases (casebook)				A																
33.	McLaughlin, Color Me Justice			A																	
R 34.	Model Rules & Regulations on Prisoners' Rights & Responsibilities							A													701 157
35.	Nagel, Rights of the Accused					A															
36.	Nahmod, Civil Rights & Civil Liberties Litigation				A		A	I									A				
37.	Newman, Civil Liberties & Civil Rights (Legal Almanac)					A															

** Post-trial rights 296/8078, Pre-trial rights 542/1081, Trial rights 105/5444

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

CONSTITUTIONAL LAW/ PRISONERS' RIGHTS

AUTHOR/TITLE	INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
R 38. Palmer, Constitutional Rights of Prisoners					A	A	A	A		A		A							A		326 8415
39. Parker, Parole (ACA)				A			A														
R 40. Potts, Prisoners' Self-Help Litigation Manual								A								A*				A	349 5716
41. Ringel, Searches & Seizures																			A		
42. Robbins, Prisoners' Rights Sourcebook					A		A			A							A				673 8654
43. Schussler, Constitutional Law								A													
44. Sentencing Problems & Remedies of Sentenced Prisoners														M	M						
R 45. Sokol, Federal Habeas Corpus				A	A		A	A												A	280 34
46. Thurman, Right to Access to Information from the Government (Legal Almanac Series)						A															
47. Vieira, Civil Rights in a Nutshell					A		A			A		A									3737 138
48. Williams, Constitutional Analysis (Nutshell)																	A				450 4381
49. Zarr, Bill of Rights & the Police (Legal Almanac)				A																	

*kept in a drawer, not generally available.

CRIMINAL LAW & PROCEDURE (OTHER THAN ILLINOIS)

AUTHOR/TITLE																					
1. ABA Standards				17												12	A	18			
2. Appleman, Successful Jury Trials							A														
R 3. Bailey & Rothblatt, Complete Manual of Criminal Forms	A	I	A	A	I	I			A				I	I			A		I		103 4521
4. ——, Crimes of Violence	A																I				
R 5. ——, Fundamentals of Criminal Advocacy		I		I			M		A					I					A		900 881
6. ——, Handling Misdemeanor Cases	A																A				253 5349
R 7. ——, Handling Narcotics Cases	A	A		A		I	I		A				A	A			A		A		521 047
8. Bond, Plea Bargaining & Guilty Pleas						A	A														
9. Burns, Corrections (ca ebooks)				A																	
10. Campbell, Law of Sentencing							A		A												
11. Carr, Criminal Law Review							A														
12. Challenge of Crime in a Free Society									A												
13. Cipes, Criminal Defense Techniques							A														
14. Criminal Law Digest (WGBL)		A		A	A		A		A				A		I				A		
15. Criminal Procedure (Vol. 5, Law Review Series)							A														
16. Federal Procedure Forms (Lawyers Ed.)																	A				
17. Felkenes, Criminal Law & Procedure							A														

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

CRIMINAL LAW & PROCEDURE

(OTHER THAN ILLINOIS)

	AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
	18. Gardner & Manian, Criminal Law (casebook)				A																
	19. Inbau & Aspen, Criminal Law for Lawyers		A																		
	20. Inbau & Aspen, Criminal Law for the Police															S					
R	21. Israel & Lafave, Criminal Procedure in a Nutshell		A	A	S	S	A	M		M		M					M	A			670 8633
	22. Joyce on Indictments							S													
	23. Kamisar, LaFave & Israel, Modern Criminal Procedure (casebook)			A					A										A		
	24. Kaplan, Criminal Justice															A					
	25. Killinger, et al., Probation & Parole (casebook)				A																
R	26. Lafave, Criminal Law	A	M	A	M			A		M							A		A	M	324 878
R	27. Loewy, Criminal Law in a Nutshell		A		A					M		M					M	M	A		121 9940
	28. Markle, Criminal Investigation & Presentation of Evidence				A																
	29. Mather, Plea Bargaining or Trial?	A																	A		
	30. Mays, Crime & the Social Structure			A																	
	31. Messinger, Criminology Review Yearbook							A													
	32. Nedrud, Criminal Law								S								A				
	33. Newman, Sourcebook on Probation, Parole & Pardons							A		A										A	
R	34. Orfield, Criminal Procedure Under the Federal Rules															A					159 3802
	35. Pattern Jury Instructions--Criminal Cases (West)														A						710 5614
R	36. Perkins on Criminal Law																		A		240 20
	37. Purver & Taylor, Handling Criminal Appeals				A	A															
	38. Radzinowicz, Crime & Justice Series						A			A											
R	39. Rubin, Law of Criminal Corrections		A		A	A		M		A		A						A			897 745
	40. Schafer's Cases: the Hard-to-find Ones		A																		
	41. Silving, Criminal Justice				A																
	42. Sourcebook of Criminal Justice Statistics								A							A		A			244 1090
	43. Torcia, Wharton's Criminal Law				A			A		A							A		A		409 7071
	44. ___, Wharton's Criminal Procedure				A											S					324 2360
	45. Uelman, Drug Abuse & the Law (casebook)				A																
	46. Wharton's Criminal Evidence						S									A					
R	47. Wright, Federal Practice & Procedure (Criminal)														A	A					
	48. Yackle, Post-Conviction Remedies (Nutshell)				A					A											723 1683

COMPARATIVE ANALYSIS OF ILLINOIS PRISON LAW LIBRARY COLLECTIONS

EVIDENCE (OTHER THAN ILLINOIS)

AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U. (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
1. ALI-ABA, Basic Problems of Evidence							A													
2. Am Jur Proof of Facts						S									A	A				818 567
3. Binder, Hearsay Handbook (Shepard's)		A																		
4. Federal Rules of Evidence (Clark Boardman)						A														
5. Gardner, Criminal Evidence				A																
R 6. McCormick on Evidence							A		M							M			M	347 850
7. Maguire, Cases & Materials on Evidence (casebook)							A													
8. Muenssens, Scientific Evidence in Criminal Cases						A														
9. Osborn, Problems of Proof																			A	
10. Rogers on Expert Testimony							S													
11. Rothstein, Evidence in a Nutshell						A			A								A			719 7152
12. Sobel, Eye-Witness Identification																		A		
13. Tierney, How to be a Witness (Legal Almanac)			A		A															

ILLINOIS PROCEDURE

AUTHOR/TITLE																				
1. Becker, Illinois Lawyer's Manual						A						A				A				
2. Beely, Bail System in Chicago							S													
3. Callaghan's Illinois Civil Practice Forms															A			A		651 5580
4. Callaghan's Illinois Criminal Procedure	A	A		A	S	A	A		A			A			A	A		A		159 848
5. Callaghan's Illinois Evidence															A	A				462 2186
6. Callaghan's Illinois Legal Forms		A				A						A				A				109 62
7. Davenport & Henson, Illinois Practice (deals with UCC)														S						
8. Gard, Illinois Evidence Manual				A			A								A			A	A	524 7672
9. Fins, Guide to Illinois Code of Civil Procedure			A		A															
10. Haddad, Arrest, Search & Seizure (IICLE)				A		A									A					510 7762
11. Haddix, Do Your Own Illinois Divorce					A										A					
12. Hunter, Trial Handbook for Illinois Lawyers			A												A			A		606 004
13. Illinois Civil Discovery Practice (IICLE)						A														491 3343
14. Illinois Civil Practice After Trial (IICLE)						A														696 9544
15. Illinois Criminal Decisions Outline							S											A		
16. Illinois Criminal Law (IICLE)																		A		No Entry

COMPARATIVE
ANALYSIS OF ILLINOIS
PRISON LAW
LIBRARY COLLECTIONS

ILLINOIS PROCEDURE

AUTHOR/TITLE / INSTITUTION	Centralia	Dwight	East Moline	Graham	Joliet	Logan	Menard	Menard (Protective Custody/Segregation)	Menard Psychiatric Unit	Menard Psych. U (Segregation)	Menard Condemned Unit	Menard M.S.U.	Pontiac	Pontiac M.S.U.	Sheridan	Stateville	Stateville M.S.U.	Vandalia	Vienna	OCLC#
17. Illinois Criminal Law & Procedure	A						A	A	A	M							A	M		
18. Illinois Criminal Practice (IICLE)		A	A	A			A					A				A		A	A	304 003
19. Illinois Family Law (IICLE)			A	A												A	A			777 0606
20. Illinois Forms (Lawyers Coop)															A	A				
21. Illinois Law Enforcement Commission, Criminal Justice Information Systems, Statistical Analysis Center						A														
22. Illinois Law Locator (Shepard's)															A					
23. Illinois Leave To Appeal Table	A			A																238 717
24. IPI Jury Instruction (Civil)		A				A	A					A			A		A			793 8862
25. IPI Jury Instructions (Criminal)	S	A		S		A	S		A			A			A	A	A		A	A	706 7166
26. Kionka, Practice Handbook for Appeals												A								100 8355
27. Mirza, Illinois Tort Law & Practice																A			A	
28. Nedrud, Illinois Law of Criminal Investigation							A												A	275 7709
29. Nichols Illinois Civil Practice																	A			

ILLINOIS DEPARTMENT OF CORRECTIONS

MEMORANDUM

Date: October 14, 1981

To: Michael J. Hayes, Chief
Special Litigation Division

From: Debra J. Anderson
Legal Counsel

Subject: PHOTOCOPYING POLICY

Enclosed is a copy of the Photocopying Service policy proposed with respect to all adult correctional institutions. I am informed by Robert Ensley, Senior Consultant of the State Library System, that a similar policy had been approved by the individual system directors. I am also enclosing a copy of that policy. The "amended" policy, however, reflects the incorporation of additional language recommended by the Department's legal staff. Although the amended policy has not yet been approved by the system directors, Mr. Ensley has assured me that he will arrange for a review of the policy as soon as possible. The amended policy is, in our opinion, a more administratively manageable tool than that currently in use at the Pontiac Correctional Center. Although it does not include all the recommendations proposed by Judge Baker in LaCartle Jones v. Gayle M. Franzen, No. 79-2229, it does, in our opinion, comply with existing case law and the constitutional rights afforded inmates of access to the courts.

If I can be of further assistance, please do not hesitate to contact me. I will keep you informed of any progress in this area.

Debra J. Anderson

DJA:dl

cc: File

Amended

185

PHOTOCOPYING SERVICE

I. POLICY

Personal photocopying service for inmates is a privilege which will be made available on a fee basis in each adult correctional center library as an extension of the library program.

II. EXPLANATION

Inmates have three options available to them for reproduction of any document, including legal documents:

1. Typewriters are available in each library for the typewritten duplication of original documents by the use of carbon paper. Inmates can utilize carbon paper in preparation of original documents rather than depend upon staff to duplicate these for them.

2. Inmates may forward their material to family, friends, lawyers, etc., in the community to have them reproduced.

3. Materials may be photocopied by the library. The cost for reproduction will be no less than 5¢, and no more than 10¢ per copy, with actual per copy cost posted in the library, and at all other appropriate locations determined by the institutional administration.

Inmates who are financially unable to have non-legal documents reproduced in the library shall adhere to Options 1-2. In the event the warden or his designee determines that the inmate is without funds, copies of legal documents which cannot reasonably be duplicated by the use of carbon paper, will be provided to the inmate, free of charge, in the quantity specified by the applicable rules of the court.

For those inmates who are not justifiably able to use the library materials in the library, information or excerpts from library materials may be reproduced and made available free of charge at the discretion of the librarian within the parameters of copyright laws, existing budgetary resources, and available staff. Inmates who do not have direct access to the law library should be provided with access to law clerks who will obtain copies of the requested documents from the law library free of charge

III. PROCEDURE

Accumulated charges will be deducted from the inmate's funds by means of a money voucher signed by the inmate, signed by the librarian, and turned into the Trust office which will forward payment of the copying charges to the appropriate library system.

PHOTOCOPYING SERVICE

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3. Materials may be photocopied by the library. The cost for reproduction will be no less than 5¢, and no more than 10¢ per copy, with actual per copy cost posted in the library, and at all other appropriate locations determined by the institutional administration.

Inmates who are financially unable to have documents reproduced in the library shall adhere to options 1 or 2.

For those inmates who are not justifiably able to use the library materials in the library, excerpts from library materials may be reproduced and made available free of charge at the discretion of the librarian within the parameters of copyright laws, existing budgetary resources, and available staff.

III. PROCEDURE

Accumulated charges will be deducted from the inmate's funds by means of a money voucher signed by the inmate, signed by the librarian, and turned into the Trust Office which will forward payment of the copying charges to the appropriate library system.

An Evaluation of System-Provided Library Services to State Correctional Centers in Illinois

SUPPLEMENT

On March 29, 1983, copies of this report were sent to the following people: of ISL: Mrs. Gesterfield, Ms. Lamont, Mr. Ensley; of DOC: Dr. Craine, Ms. Joyce; and of the Advisory Committee: Mr. Bigman, Mr. Lohrstorfer, Mr. Ubel, and Mr. Welch. They were asked to react to it in writing by April 21st. As of April 30, we had responses from Paul Bigman, James Ubel, John Lohrstorfer, and Robert Ensley. Any minor corrections they sent--typographical, numerical, nominal--have been incorporated into this final (single-spaced) edition. Concerns and disagreements which they shared are discussed below.

A. Comments on Chapter 2, Section 1: The Role and Responsibilities of the ISL.

1. Photocopying Policy

Bigman states that "I think that the proposed amended photocopy policy, while an improvement, still leaves some problems. First, I'm not sure why there should be a minimum charge established in the policy. My recollection is that BOLS owns the photocopy machine in the Stateville library, and that the actual cost is less than five cents per copy. It seems to me more reasonable that the charge - if any - at each institution be tied to actual cost than to an arbitrary formula. Second, if prisoners are to be charged for copying legal papers, I'm uncomfortable with any indigency standard other than approval of paupers' petitions. If a standard based on the amount of funds in a prisoner's account is used, I think the policy should be very explicit. For example, if the cutoff point is fifty dollars, it should be clear that a prisoner with fifty-two dollars in his or her account would be charged only for the first two dollars worth of copying, and not an unlimited amount. Finally, I think that there's an ongoing problem with identification of what does or does not constitute 'legal materials' for purposes of free photocopying. My feeling is that the librarian should never refuse free photocopying because he or she believes that, as a matter of judgment, the material is unnecessary."

Puckett responds that she agrees with Bigman that the approval of paupers' petition is the best indigency standard and that, if another standard is used, it must be specific and clear. She suggests that a procedure for determining what are "legal materials" should have two provisions. First, the number and type of papers to be copied should be based on the court's filing requirements as to what the inmate must provide. The inmate has the responsibility for demonstrating the court's requirements to the library employee. Second, materials which do not need to be submitted to the court, but are necessary for the inmate's legal research, should be photocopied only when the inmate does not have adequate physical access to the law library (i.e., 10-15 hours per week).

2. Policy on Emergency Procedures

Ubel writes: "Maintaining a minimal level of library service during an employee strike would require that library employees cross picket lines. This will create unnecessary tension between security and library personnel and could jeopardize the future safety of library personnel."

Rubin responds that she, too, is concerned about the personal decision a library employee would have to make about crossing picket lines. But the policy is aimed primarily at lockdowns which are far more frequent than strikes. Library services must be maintained somehow. Bigman shares his experience with a 6-week lockdown while he worked at Stateville. His concerns were that the institutional administration required the library employees to "carry legal documents back and forth from prisoners, subjecting us to liability should anything happen to those documents." He felt that the civilian library staff was in "a compromised position."

The policy on emergency procedures, as written, includes no detailed plans to address these viable concerns. When the ISL and DOC wrote the policy, it was felt that each situation would require unique solutions. Perhaps a procedure should be added to the policy requiring a meeting of the librarian, library coordinator, chief of security, and assistant warden at the declaration of the emergency. These four people would reach an agreement on safe, fair procedures allowing for minimal library service during the emergency situation.

3. ISL Consultant for Institutionalized Services

Ensley notes that this position "has always been part time. With the addition of more system assignments and increased LSCA monitoring other than institutional projects, the time for providing leadership has been eaten up. Also, the loss of a full-time assistant made much of the early activity from ISL no longer possible."

4. Continuing Education

Ensley writes that the Specialized Library Services Section of ILA does allow for discussion groups to be formed so that an institutional services voice in ILA is possible.

5. Monitoring

Ensley comments that "there is no possibility of annual site visits or program evaluations" with the current staffing shortages at ISL. Also, there are standard forms for program budgdting and for reporting, which are no longer used by the systems or required by ISL. They were used when the CIS had a full-time assistant and the reports were analyzed and answered.

Ensley also urges that the recommendation on budget requests (p. 22) be changed to require that the forms be submitted to ISL one month prior to the beginning of ISL's budgeting cycle, September 30th.

6. Legislation

Legislation concerning the program was not enacted, according to Ensley, because the ISL legal counsel did not feel it necessary, and because ILA's support--which would be essential--was not forthcoming.

B. Comments on Chapter 2, Section 2: The Role and Responsibilities of the IDOC.

1. Funding

Bigman writes that he is "somewhat disturbed by the notion of placing law libraries under IDOC budgeting. The law library is, manifestly, a rather delicate operation in a prison. I think that substantial autonomy from IDOC is crucial. This is an issue which often arises with respect to medical services, as well. The library staff must be responsible to the library system and the library users - not to the Warden or Director of IDOC. ... I don't deny the importance of security considerations. But someone has to balance the security-orientation of the prison administration, and look out for the service needs. I think that this is also an issue for IDOC assumption of photocopy costs. If I were a Warden, and had to pay for photocopying for indigent litigants, I suspect that I would insist that one of my staff - rather than a civilian library employee - make the determinations as to what would be photocopied. This would lead, I think, inevitably to guards reading legal documents in suits against the institutions - or, at the very least, widespread perception among prisoners that this was happening."

Rubin responds that the law libraries would still be administered by the library systems and their personnel. The funding, however, would come from IDOC. As for the analogy of photocopying and medical services, correctional personnel should not read legal documents to be photocopied just as they should not make medical determinations of ill health or well-being. The law library's autonomy is essential. It should--and can--retain its integrity while being partially funded by IDOC.

Ensley writes that it should be unnecessary for IDOC to fund legal library services: "Of the 3 to 4 million dollars needed annually to adequately fund this service $300,000 to $400,000 for legal collection development and service is minimal. I do not see this as a 'major expense or concern' except when appropriations are below adequate funding levels." While they are, however, Rubin continues to recommend that the DOC fund the legal collections, photocopying, and supplies for legal documents.

Opinion is divided on the need for an IDOC Law Library Advisor. Bigman views the recommended new position "as an important step forward." Ensley feels that the expertise is much needed but the position is not. "A law librarian on contract for consultation by IDOC and ISL would probably be adequate." Rubin and Puckett maintain their recommendation.

C. Comment on Chapter 2, Section 3: The Role of the DMHDD.

Ensley notes that the DMHDD submitted a proposed Joint Statement in August 1982. The agreement has not yet been discussed or signed.

D. Comment on Chapter 2, Section 5: The Joint Statement.

Ubel disagrees with the recommendation that the ISL should set statewide policies. He states "I think that the Illinois State Library should not set policies for library system services. System boards are charged by law with this responsibility. ISL should formulate model policies in several areas for system consideration."

E. Comment on Chapter 2, Sections 6 and 7: Contracting and Budgets.

1. Costs

Ensley stresses that the per capita cost of public libraries is not comparable to the cost of institutional library service. "The per capita for all library services available to a local community would be closer as a comparison, but that still would not account for the unusual service needs occasioned by the closed security nature of the institutions."

2. Support from ILA and the Secretary of State

Ubel feels strongly that "Secretary Edgar has publically been supportive of increased institutional funding. His FY 1984 budget contains a 10% increase for institutional library service."

Yet Ensley reports that the ISL Director had requested a minimum of 34% increase; Edgar agreed to only a 10% increase because ILA did not support increased funding for institutional libraries. Rubin notes that the ILA Legislative/Library Development Committee recently voted not to request funding for library service to persons in state institutions of correction. It appears that better communication between the institutional services program and ILA is essential, as ILA's endorsement of budget increases is necessary to the program.

3. Funding formulas

Ensley states that "funding formulas prior to 1984 were devised following the appropriations process and therefore were distribution formulas. The 1984 formula was devised as a means of determining a minimal funding level rather than reacting to an already inadequate appropriation." For the 1984 request, he did not begin with any dollar amount as in previous years. Instead, he and the ISL Director agreed on factors to be considered. The factors and resultant formula were then used to arrive at the $2,606,610 figure requested.

F. Comment on Chapter 3, Section 3: Resource Sharing Among Institution Libraries.

Ensley suggests that "The most plausible area for cooperative collection development and resource sharing would be professional materials for staff libraries. the problems encountered here would be less formidable than for such cooperation with the general libraries. Another area could be in legal collections."

G. Comments on Chapter 4, Section 4: Library Staffing

1. Recruitment & Retention

Ubel disagrees with the recommendation to rotate prison and system member librarians. "The rotation of prison librarians and system consultants is unrealistic, except for very special circumstances. Librarians are not jacks-of-all-trades. One cannot be a prison librarian today and a technical services consultant tomorrow. Why not ask the University of Illinois to rotate its bassoon instructor, basketball coach and botany professor to relieve job tensions and provide a variety of work experience?"

His comment is evocative and thoughtful. Rubin agrees that prison librarians need special skills that may not be applicable to other library positions and vice versa. And she is aware that rotation is a "radical" recommendation. But the continuing and serious problems of recruitment and retention of prison librarians cry out for radical solutions. Perhaps the library system could try this approach as a test of its possibilities.

2. Pay Equity

Ensley states that our report implies (on p. 71) that AFSCME is a more effective union than IFT. This was not the intention. He clarifies the situation: "Differences in pay are not related to which union state employees belong to but how long they have been in collective bargaining. IDMHDD & IDOC employees were four years ahead of ISL employees in organizing. The IFT has negotiated larger increases for ISL each year than other bargaining units received, but the four year lag is not yet closed."

H. Comments on Chapter 7: Law Libraries

Bigman writes that he is pleased with the recommendation that there be a notary public in the law library. But he is concerned about the discussion of a computerized legal reference service replacing a print law library. He states "I still find it hard to believe that librarians would ignore the value to library users of using books to conduct their own research, rather than groping towards an understanding of what they want in a telephone conversation with a computer operator. I think that substitution of a computer service for an adequate law library would also result in a wave of lawsuits against the computer operators, the library systems and IDOC each time a prisoner felt - rightly or wrongly - that the guidance given over the telephone was inadequate or incorrect."

Puckett responds: "Legal reference with a centralized terminal and telephone access was an option I considered and rejected... When I talk about use of computerized research, what is contemplated is a terminal in each library so that a researcher would design his/her own research. I think a few years down the road, that option will be financially comparable to a traditional library, and I don't want it ruled out altogether."

One piece of information from Bigman is that Prison Law Reporter should not be included in the list of legal periodicals (p. 176), as it is no longer published.